DOCUMENT RESUME

ED 203 075 CE 029 125

AUTHOR	Diaz, William A.; And Others
TITLE	Entitlement Implementation: Two Years Experience. Innovative Approaches. Youth Knowledge Development Report 11.2.
INSTITUTION	Manpower Demonstration Research Corp., New York, N.Y.
SPONS AGENCY	Employment and Training Administration (DOL), Washington, D.C. Office of Youth Programs.
PUB DATE	May 80
NOTE	311p.; For related documents see CE 029 106.
AVAILABLE FROM	Superintendent of Documents, U.S. Government Printing Office, Washington, DC 20402 (Stock No. 029-014-00190-2, $7.50).
EDRS PRICE	MF01/PC13 Plus Postage.
DESCRIPTORS	Demography; Demonstration Programs; *Disadvantaged Youth; Dropouts; Economically Disadvantaged; Educational Attainment; Educational Cooperation; Employment Opportunities; Employment Potential; *Employment Programs; Employment Services; Federal Programs; Individual Characteristics; *Job Development; Job Placement; Job Skills; Job Training; Models; Nontraditional Education; Participation; Program Costs; Program Descriptions; Program Development; *Program Effectiveness; Program Implementation; Site Analysis; *Youth Employment; *Youth Programs
IDENTIFIERS	California (Berkeley); California (Monterey County); Colorado (Denver); Florida (Alachua County); Maryland (Baltimore); Massachusetts (Boston); Michigan (Detroit); Mississippi; New Hampshire (Nashua); New Mexico (Albuquerque); New York (New York); New York (Steuben County); New York (Syracuse); Ohio (Cincinnati); Ohio (Dayton); Pennsylvania (Philadelphia); Washington (King County); Washington (Seattle); Washington (Snohomish County); *Youth Incentive Entitlement Pilot Projects

ABSTRACT

A study focused on the implementation and project feasibility of the Youth Incentive Entitlement Pilot Projects (YIEPP) during the latter period of the demonstration from September 1978 through August 1979. Program operations at 17 sites--Baltimore, Boston, Cincinnati, Denver, Detroit, King-Snohomish Counties (Washington), Mississippi, Alachua County (Florida), Albuquerque, Berkeley, Dayton, Hillsborough County (New Hampshire), Monterey County (California), New York, Philadelphia, Steuben County (New York), and Syracuse--were examined with respect to program participation, job development, schooling, and program cost. Overall, findings document improvement of the sites in implementing the YIEPP model. While the demonstration has enrolled impressive numbers of youths, there were some limitations on the ability and willingness of prime sponsors to establish and enforce school and work attendance and performance standards and to reverify youths. Sponsors were generally able to develop enough jobs and to reduce the time lag between enrollment of youths and their assignment to jobs. Schools have generally shown good cooperation with prime sponsors in recruitment of in-school youths into the program. Also the demonstration has fostered development and expansion of alternative school programs to serve returning dropouts. Program costs were computed and determined feasible. (Related youth knowledge and development reports are available separately---see note.) (MN)

YOUTH KNOWLEDGE DEVELOPMENT REPORT

INNOVATIVE APPROACHES

Entitlement Implementation: Two Years Experience

ED203075

CE029125

May 1980

U.S. DEPARTMENT OF HEALTH,
EDUCATION & WELFARE
NATIONAL INSTITUTE OF
EDUCATION

THIS DOCUMENT HAS BEEN REPRODUCED EXACTLY AS RECEIVED FROM THE PERSON OR ORGANIZATION ORIGINATING IT. POINTS OF VIEW OR OPINIONS STATED DO NOT NECESSARILY REPRESENT OFFICIAL NATIONAL INSTITUTE OF EDUCATION POSITION OR POLICY

U.S. Department of Labor
Ray Marshall, Secretary

Employment and Training Administration
Ernest G. Green, Assistant Secretary for
Employment and Training Administration
Office of Youth Programs

Material contained in this publication is in the public domain and may be reproduced, fully or partially, without permission of the Federal Government. Source credit is requested but not required. Permission is required only to reproduce any copyrighted material contained herein.

YOUTH KNOWLEDGE DEVELOPMENT REPORT 11.2

ENTITLEMENT IMPLEMENTATION - TWO YEARS EXPERIENCE

William A. Diaz
Joseph Ball
Nancy Jacobs
Loren Solnick
Albert Widman

Manpower Demonstration Research Corporation

April 1980

For sale by the Superintendent of Documents, U.S. Government Printing Office
Washington, D.C. 20402

OVERVIEW

Youth Incentive Entitlement Pilot Projects is an experimental program in 17 sites which guarantees part-time school year and full-time summer jobs for all poor youth age 16-19 who stay in school or return to school. Its major issues are to test whether jobs can be feasibly created or accessed to employ all eligible youth, the extent that the provision of 100 percent wage subsidies in the private sector will increase employment opportunities for disadvantaged youth, how many youth are eligible for and will take such jobs, i.e. the cost implications, whether the school attendance linked guarantee will promote retention and the return of dropouts, and whether greater employment and educational attainment will increase future employability. Entitlement is also a test of a national program design. For instance, under Youth Employment and Training Programs, a nationwide youth program, 22 percent of funds are set aside for school-based activities in order to promote linkages. YIEPP demands such linkages by its very nature. Should the Entitlement design be adopted in youth programs and policies for the 1980's?

It is too early to provide definitive answers. Most Entitlement projects began in March 1978, with the first spring and summer largely a phase-up operation. They have, therefore, been operating on a reasonably stable base for one and a half school years and one summer at the time of this report. The research to answer Entitlement's basic experimental questions is based primarily on baseline and followup surveys in experimental and control sites. The first followup results will not be available until summer 1980. However, the experiment also provides for a number of more "rough and ready" analyses to provide more timely answers. Process studies of implementation and an elaborate management information system provide the basis for this report on the first two years experience. If definitive conclusions are not possible at this time, currently available information provides the basis for reasoned judgements.

First, the CETA prime sponsors selected to operate Entitlement programs were, overall, able to create or access adequate numbers of jobs to make the guarantee meaningful. There were early problems as thousands of youth registered and thousands of jobs had to be found, but once stabilized, the job development process became more manageable. These jobs were not makework. A careful review of over 500 worksites found that most youth were in structured, productive, supervised worksites and that the incidence of inadequate sites was no higher than in other youth programs despite the scale of Entitlement enrollment in the experimental sites (some had to expand jobs for youth more than fivefold).

Second, the 100 percent wage subsidy was not an "open sesame" but an extremely useful tool. In the first two years of Entitlement, only 16.4 percent of job hours were in the private sector, although this rose from 13.4 percent in the 1978 summer to 20.4 percent in the 1979 summer. This rate of private sector penetration was more than five times the percentage of participants in Youth Employment and Training Programs who were placed in on-the-job training, i.e., the Entitlement approach definitely increased access. On the other hand, it took a substantial effort on the part of prime sponsors to entice employers even with these subsidies. Case studies have suggested that the costs of employing on a part-time and seasonal basis economically disadvantaged youth in many cases exceed productivity even with the payrolling from Entitlement. It would appear that the 100 percent subsidy approach could be more widely adopted under equally targeted programs, although studies of displacement and of the private sector experience would be useful before taking action.

Third, the baseline survey of the Entitlement areas documented the critical needs for jobs among poor youth. Two fifths of all eligible youth in Entitlement sites participated in the programs by the end of 1978. Nearly half of already enrolled eligible youth participated compared to one in eight dropouts, who were not apparently attracted by the offer of part-time work and the requirement to return to school. Among those who participated, some chose to work only in summers and others for only periods during the school year. The full-year cost was $4,749 in fiscal 1979 but the average cost per participant was $1,631.

Fourth, as the participation rates indicate, Entitlement will not attract massive numbers of youth back to school. Only a tenth of participants in the first two years were previous dropouts. However, a large proportion of these youth claimed to have returned to school because of Entitlement, and preliminary estimates from school records and the baseline survey suggest that the program is having a positive effect on return-to-school probabilities and on dropout rates among those in school. The degree of this impact cannot be determined until the followup to the baseline survey is available in the summer of 1980, but the preliminary indications are positive.

Fifth, only a small proportion of all participants will be those deterred from dropping out. This is simply because only a minority of all students would be expected to drop out and a minority of this group to be deterred by a job guarantee, while among previous dropouts, only a portion might be willing to return to school for any reason. The high school diploma may increase earnings of individuals five or ten percent, but if only five or ten percent of total participants get the sheepskin because of Entitlement, the average impact on post-program employment of all participants will necessarily be slight. Put in another way, the jobs held during the school years by all participants are likely to have a much greater impact on post-program experiences than the greater attainment that might be induced by these jobs for a minority of participants. It will not be possible for another year to determine the post-program impacts and, then, they will be for those entitled to perhaps one year and one summer of employment; their gains should not differ markedly from the measured impacts of participation in a regular year-round youth program except that more individuals will be affected in given geographic areas. The individual impact should be greater for these with multiple years of participation.

From a policy perspective, the evidence would suggest that Entitlement is a reasonable and promising program approach. The concept proved operationally feasible in almost all of the 17 sites. Phaseup was as rapid as for YETP and YCCIP nationwide from the point grants were signed, and the created jobs were just as meaningful despite the much greater intensity of Entitlement. Finetuning might be needed, for instance increasing pay or hours of work allowable for dropouts and perhaps extending the youth age limit, but the basic design was operable. The performance of prime sponsors under Entitlement paralleled their performance under other CETA programs. The program had relatively low unit costs, extreme targeting, linkages between education and work and significantly increased private sector involvement.

The impacts of Entitlement have not yet been documented. It has some positive effects on school return and retention but they have not been precisely measured. However, there is no reason to believe Entitlement will have any less impact per individual served than other in-school and summer youth employment programs; with its greater continuity there is reason to expect more impact.

The concept is certainly expandable. The prime sponsors selected for Entitlement do not have, on the average, noticeably better ratings than other primes. A total of 153 initially applied for the 17 grants. Complex research and reporting requirements were imposed which would not be needed in an expansion. Finally, important operational lessons have been learned to help avoid future problems.

There is a real need. This is documented by the scale of the program. In just 17 sites, enrollments exceeded those of either YCCIP or YACC nationwide. The baseline survey in Entitlement sites documented the dearth of opportunities for economically disadvantaged teenagers.

Entitlement is within the realm of consideration as a national policy alternative. YEDPA was a $1 billion initiative annually. The President's recommended youth policies for the 1980's carry a $2 billion price tag. It is estimated that Entitlement could be extended to all economically disadvantaged youth (defined as having family incomes below 70 percent of the lower living standard) in poverty areas for $.6 billion, and to all eligible youth nationwide for $1.5 billion.

This volume is one of the products of the "knowledge development" effort implemented under the mandate of the Youth Employment and Demonstration Projects Act of 1977. The knowledge development effort consists of hundreds of separate research, evaluation and demonstration activities which will result in literally thousands of written products. The activities have been structured from the outset so that each is self-standing but also interrelated with a host of other activities. The framework is presented in A Knowledge Development Plan for the Youth Employment and Demonstration Projects Act of 1977, A Knowledge Development Plan for the Youth Initiatives Fiscal 1979 and Completing the Youth Agenda: A Plan for Knowledge Development, Dissemination and Application for Fiscal 1980.

Information is available or will be coming available from these various knowledge development efforts to help resolve an almost limitless array of issues. However, policy and practical application will usually require integration and synthesis from a wide array of products, which, in turn depends on knowledge and availability of these products. A major shortcoming of past research, evaluation and demonstration activities has been the failure to organize and disseminate the products adequately to assure the full exploitation of the findings. The magnitude and structure of the youth knowledge development effort puts a premium on structured analysis and wide dissemination.

As part of its knowledge development mandate, therefore, the Office of Youth Programs of the Department of Labor will organize, publish and disseminate the written products of all major research evalution and demonstration activities supported directly by or mounted in conjuction with OYP knowledge development efforts. Some of the same products may also be published and disseminated through other channels, but they will be included in the structured series of Youth Knowledge Development Reports in order to facilitate access and integration.

The Youth Knowledge Development Reports, of which this is one, are divided into twelve broad categories:

1. Knowledge Development Framework: The products in this category are concerned with the structure of knowledge development activities, the assessment methodologies which are employed, validation of measurement instruments, the translation of knowledge into policy, and the strategy for disseminating findings.

2. Research on Youth Employment and Employability Development: The products in this category represent analyses of existing data, presentation of findings from new data sources, special studies of dimensions of youth labor market problems and policy analyses.

3. Program Evaluations: The products in this category include impact, process and benefit-cost evaluations of youth programs including the Summer Youth Employment Program, Job Corps, the Youth Adult Conservation Corps, Youth Employment and Training Programs, Youth Community Conservation and Improvement Projects, and the Targeted Jobs Tax Credit.

4. Service and Participant Mix: The evaluations and demonstrations summarized in this category concern the matching of different types of youth with different service combinations. This includes experiments with work vs. work plus remediation vs. straight remediation as treatment options. It also includes attempts to mix disadvantaged and more affluent participants, as well as youth with older workers.

5. Education and Training Approaches: The products in this category present the findings of structured experiments to test the impact and effectiveness of various education and vocational training approaches including specific education methodologies for the disadvantaged, alternative education approaches and advanced career training.

6. Pre-Employment and Transition Services: The products in this category present the findings of structured experiments to test the impact and effectiveness of school-to-work transition activities, vocational exploration, job-search assistance and other efforts to better prepare youth for labor market success.

7. Youth Work Experience: The products in this category address the organization of work activities, their output, productive roles for youth and the impacts of various employment approaches.

8. Implementation Issues: This category includes cross-cutting analyses of the practical lessons concerning "how-to-do-it." Issues such as learning curves, replication processes and programmatic "batting averages" will be addressed under this category, as well as the comparative advantages of alternative delivery agents.

9. Design and Organizational Alternatives: The products in this category represent assessments of demonstrations of alternative program and delivery arrangements such as consolidation, year-round preparation for summer programming, the use of incentives and multi-year tracking of individuals.

10. Special Needs Groups: The products in this category present findings on the special problems of and adaptations needed for significant segments including minorities, young mothers, troubled youth, Indochinese refugees and the handicapped.

11. Innovative Approaches: The products in this category present the findings of those activities designed to explore new approaches. The subjects covered include the Youth Incentive Entitlement Pilot Projects, private sector initiatives, the national youth service experiment, and energy initiatives in weatherization, low-head hydroelectric dam restoration, windpower and the like.

12. Institutional Linkages: The products in this category will include studies of institutional arrangements and linkages as well as assessments of demonstration activities to encourage such linkages with education, volunteer groups, drug abuse and other youth serving agencies.

In each of these knowledge development categories, there will be a range of discrete demonstration, research and evaluation activities, focused on different policy, program and analytical issues. For instance, all experimental demonstration projects have both process and impact evaluations, frequently undertaken by different evaluation agents. Findings will be published as they become available so that there will usually be a series of reports as evidence accumulates. To organize these products, each publication is classified in one of the twelve broad knowledge development categories, described in terms of the more specific issue, activity or cluster of activities to which it is addressed, with an identifier of the product and what it represents relative to other products in the demonstration. Hence, the multiple products under a knowledge development activity are closely interrelated and the activities in each broad cluster have significant interconnections.

This report on Entitlement supplements and updates the findings in The Youth Entitlement Demonstration - The First Year Experience. Evaluations of the quality of work as well as effects on school retention and return appear in Preliminary Findings on the Quality of Work and Impacts on School Attendance Under Entitlement. These are both in the "innovative approaches" category. Schooling and Work Among Youths From Low-Income Households in the "research on youth employment and employability development" category presents findings of the original survey of Entitlement experimental and control sites.

ROBERT TAGGART
Administrator
Office of Youth Programs

TABLE OF CONTENTS

	PAGE
OVERVIEW	i
SUMMARY	xi
1. INTRODUCTION	1
2. PROGRAM SIZE AND COSTS	22
3. ENTRY, EXIT AND PARTICIPATION	56
4. JOB DEVELOPMENT	102
5. FULFILLING THE SCHOOLING REQUIREMENTS	143
6. CONCLUSION: INTERIM FINDINGS AND LESSONS FROM THE ENTITLEMENT DEMONSTRATION	177
APPENDIX A	198
TIER I SITE PROFILES	205
TIER II SITE PROFILES	232
APPENDIX B TO CHAPTER 2	265
APPENDIX C TO CHAPTER 4	269

SUMMARY

The Youth Incentive Entitlement Pilot Projects, also known as the Entitlement demonstration, is the nation's first guaranteed jobs program. It has been in operation since March 1978, and is currently scheduled to run to September 1980. Through August 1979, the program has enrolled over 63,000 low-income youths, with current participants numbering about 30,000. According to the guidelines Congress set out when it enacted the Entitlement demonstration as part of the Youth Employment and Demonstration Projects Act (YEDPA) of 1977, these youths are guaranteed a part-time job during the school year and a full-time one during the summer, as long as they agree to remain in or return to school and to maintain established standards for performance and attendance both in school and on the job. The purpose of this conditioned entitlement is to find out whether linking a requirement for attendance and performance in school to a guaranteed job will have a positive effect on the ability of low-income youths to succeed in schools, obtain their high school degrees or equivalents and increase their future employability.

To be eligible to receive Entitlement's work guarantee, youths must come from families on welfare or with incomes at or below the poverty level, must be between the ages of 16 and 19 years old, and live in one of the 17 designated areas, or sites, in which the demonstration has been established. In each of the 17 sites, Entitlement projects are funded through CETA prime sponsors which in most instances act as project managers. The sites were chosen competitively from among 153 original applicant prime sponsors. The sites are composed of seven large, or

Tier I, and 10 small, or Tier II, programs. The Tier I sites, encompassing a full or partial city or a multi-county region, test the feasibility of operating the model under large scale saturation conditions. The Tier II sites, usually covering less populated areas or small portions of a city, are designed to give wider scope to program innovation.

Overall responsibility for the management of the demonstration rests with the Office of Youth Programs, Employment and Training Administration of the Department of Labor. The Department has contracted with the Manpower Demonstration Research Corporation (MDRC), a nonprofit corporation which tests new social initiatives to serve the needs of the disadvantaged, to oversee the operations of the demonstration. The Department also has asked MDRC to carry out the extensive research that Congress called for in the 1977 Youth Act to inform policymakers about possible problems of youth employment.

MDRC has divided the ongoing research effort into four major areas: a study of the participation rates of eligibles and of the program's impact on their school and labor market behavior; a study of the cost of operating Entitlement and projections of what these costs would be under various options for continuation, should that be desired; an analysis of the program's implementation in order to determine whether and how well the program accomplishes what it was designed to achieve in operation and the factors that affect those results; and a number of special studies concerning particular aspects of the demonstration. This report is part of the ongoing implementation analysis, but it also incorporates early estimates of the participation rates of eligibles and of the cost of operating or expanding the Entitlement demonstration.

MDRC has already issued several research reports on the demonstration. An early impact report[1] provides a starting point against which the impact of the demonstration can be measured by analyzing the characteristics and school and work behavior of a selected sample of Entitlement-eligible youths. Two implementation reports[2] cover the start-up and early periods of the demonstration, January-September 1978. These reports document a somewhat difficult initial adjustment period for many program operators. During this time they experienced the effects of Entitlement's rapid start-up, during which several agencies — prime sponsors, schools and other subcontractors -- had to forge new partnerships. There were also special conditions intrinsic to the program model that posed challenges. In Entitlement, program operators who were accustomed to more traditional fixed-slot employment programs had to be prepared for continued recruitment of program eligibles, unpredictable enrollment levels and the need for ongoing efforts to assign youths to jobs, monitor both their school and work performance, and check and reverify their eligibility for the program.

This report summarizes developments in the demonstration between September 1, 1978 through August 31, 1979. Overall, it documents the improvement of the sites in implementing Entitlement's rigorous program model. During this period, large numbers of youths were employed and attending school, the share of private sector worksites in the demonstration was growing, and youths appeared to remain in the program for fairly long periods of time. However, while substantial improvements in administration are noted, the report also points out that the program model continues to pose a challenge and the effects of the rapid start-up are still apparent at some sites. In a few cases, sites have experienced persistent operational problems. The following discussion summarizes the key findings:

---

[1] Suzanne Barclay, Christine Bottom, George Farkas, Ernst W. Stromsdorfer, Randall Olsen, Schooling and Work among Low-Income Youths: A Baseline Report from the Entitlement Demonstration, MDRC, May 1979.

[2] The Youth Entitlement Demonstration: A Summary Report on the Start-Up Period of the Youth Incentive Entitlement Pilot Projects, MDRC, January 1979, and Joseph Ball, William Diaz, Joan Leiman, Sheila Mandel, Kenneth McNutt, The Youth Entitlement Demonstration: An Interim Report on Program Implementation, MDRC, April 1979.

Program Participation

- The demonstration has recruited and enrolled a large and impressive number of youths. According to preliminary data from the impact analysis at four sites, about 40 percent of youths eligible for the program enrolled in the first year. While this indicates that programs were able to mobilize themselves to make a major recruitment effort, there is some tendency for recruitment efforts to subside as programs find that they have already enrolled a large number of participants.

- The level of enrollment is affected by a mix of variables, including the number of eligibles in the Entitlement area, the intensity of recruiting, and the condition of the local labor market, a factor that seems to be especially important in recruitment of drop-outs.

- A significantly higher proportion of in-school eligibles than drop-outs participated in the program; however, a large number of former drop-outs did enroll. While there are limitations on the drawing power of the program for older out-of-school youths with a greater interest in full-time work, cumulatively, drop-outs constituted about 10 percent of enrollment in the program. In the four Entitlement sites in which the impact of the demonstration is being studied intensively, almost 13 percent of the youths who were not in school at all during 1977-78 returned to school and enrolled in Entitlement during 1978.

Several factors that have an impact on drop-out recruitment have emerged from the experience of the demonstration. First, public schools are not as effective in recruiting drop-outs into the programs as are other agencies in the community that have stronger links to this population. Second, drop-outs are more likely to return to school and participate in Entitlement if provisions are made for alternative educational programs. Increasing the number of hours that drop-outs could work in the program might increase their participation rates, but this is not certain.

- Although procedures have improved over time, there were limitations on the ability and willingness of the prime sponsors to establish and enforce school and work attendance and performance standards and to reverify youths. The relative newness of these procedures to most prime sponsors, the fear that terminations would result in lowered reputation of the program and in cuts in funding, and the reluctance on the part of many program personnel to cut off ties with poorly performing youths all posed impediments to the implementation of these program guidelines.

Developing Jobs

- Prime sponsors were generally abe to develop enough jobs -- usually entry-level clerical, maintenance and repair jobs -- for all program participants, even in the largest sites. This capacity has come into question so far only in the saturation site of rural Mississippi, where there may not have been enough employment opportunities and where the lack of adequate transportation impeded the ability of participants to reach available jobs. Although the presence of an adjacent small city and the provision of transportation to jobs for youths lessened this problem in other rural project areas, it remains to be seen whether more vigorous job development efforts coupled with transportation aid will result in a sufficient number of jobs for all enrollees in a large rural site.

- There was general improvement during this time period in reducing the lag between enrollment of youths and their assignment to jobs, a delay that had caused serious problems at several sites during the start-up period. The development of effective standard operating procedures helped to reduce this delay at some sites. This improvement is significant because the integrity of the Entitlement guarantee depends upon the delivery of jobs to youths in a timely manner.

- Close to 50 percent of the work sponsors in the program were in the private sector, accounting for about 21 percent of all job hours. The majority of these were small firms, hiring one or two youths. During this period, the demonstration experienced a steady overall growth in worksites and job hours in the private sector. While some sites began with strong private sector recruitment efforts, others successfully shifted their efforts in the direction of more private employers once their programs were underway. Depending on local circumstances, both intermediary organizations and the prime sponsors themselves were effective recriuiting agents in the private sector.

Schooling

- Schools have generally shown good cooperation with prime sponsors in recruitment of in-school youths into the program, a task requiring few adjustments in their routine. A more difficult feature of the demonstration for schools and prime sponsors has been the need for the establishment and enforcement of school standards that youths have to meet as a condition for participation. In addition, once established, adherence to school standards has been spotty, but has shown some improvement as the demonstration progressed.

- The demonstration has fostered the development and expansion of alternative school programs to serve returning drop-outs, particularly at the Tier I sites. Most school systems in Entitlement areas have also adopted policies of credit for Entitlement work; however, creating flexible schedules to allow youths to meet the ten-hour work minimum per week has been a more difficult adjustment for the schools to make. Except for program additions at some sites sponsored by the demonstration's own supplemental Enrichment funding, Entitlement has not occasioned any substantial innovations in public school curriculum or course offerings.

Program Cost

- The amount expended for the demonstration from its inception in January 1978 through August 31, 1979 was $130.3 million. The main determinant of the cost of Entitlement is participant wages, which for the demonstration as a whole, accounted for 63 percent of project operating costs. Thus far, stability of enrollments has resulted in a stable expenditure pattern.

- Two separate estimates were made of the unit cost of the Entitlement program. First, on the average between September 1, 1978 and August 31, 1979, it cost $4,749 to provide a full year of Entitlement employment to the typical youth participant. Second, on the average, only $1,631 was actually spent on each participating youth, since many were in Entitlement for less than the full fiscal year.

- It is estimated that it would cost about $85.2 million to continue the demonstration at the current sites through fiscal year 1981, if eligibility continued to be restricted to youths on welfare or with family incomes below the poverty standard. Using the current income and other eligibility criteria, it would cost an estimated $206.3 million per year to expand Entitlement operations to ten additional large sites and ten small ones (two in each Federal region); an additional $488.8 million per year to expand Entitlement to youths in all designated poverty areas, and $1.173 billion to offer Entitlement to all eligible youths in the country. If the income criteria were raised to 70 percent of the Lower Living Standard, costs would range from $109.5 million for the current sites to $1.507 billion for all eligibles nationally.

This interim report concludes that Entitlement is, on the whole, a feasible program model. During this period, prime sponsors have demonstrated a good capacity to recruit and enroll large numbers of eligible youths, to develop a sufficient number of jobs for them, including a growing number of jobs in the private sector, and to attract a relatively small but significant proportion of out-of-school youths to the program. The ability of prime sponsors to deliver the job guarantee by matching youths to jobs promptly has increased over the period of time covered by this report. Enforcement of the conditional nature of the guarantee through the monitoring of school and work attendance and performance standards and of eligibility requirements for reverification has been more problematic. While the experience of the program during this period points to its feasibility, the answer to the more critical question -- the impact of Entitlement on the school behavior and employment prospects of disadvantaged youths -- must await the results of further research.

CHAPTER 1

INTRODUCTION

The Subject of the Report

This research report is part of a continuing series which examines the implementation, impact and costs of the Youth Incentive Entitlement Pilot Projects, also known as the Youth Entitlement Demonstration.[1] The primary focus of this particular report is one of implementation and project feasibility, although the report also incorporates findings on costs and on the participation rates of eligibles, part of Entitlement's impact analysis. It builds on two earlier reports that covered the planning and early implementation of the demonstration from late 1977 through September 1978, when the projects were emerging from the hectic and somewhat difficult stages of initial implementation. This report therefore concentrates on the later period of the demonstration between September 1, 1978 through August 31, 1979, when all projects were in full and more stable operations.

The Genesis of Entitlement

The Youth Entitlement Demonstration is carried out under Title II of the Youth Employment and Demonstration Projects Act (YEDPA) of 1977, now incorporated under Title IV of the CETA Amendments of 1978. Based on the assumption that a high school diploma coupled with some work experience would enhance the future education and employment potential of disadvantaged youths, Congress created Entitlement to test the feasibility and effect of guaranteeing a job, part-time during the school year and full-time during the summer, to such youths, aged 16 to 19. The job would only be provided on the condition that the youths remain in or return to a school program leading to a high school diploma or its equivalent. The national demonstration, currently authorized to operate through the end of the fiscal year 1980, encompasses 17 projects across the country that were funded starting in early 1978 by the Department of Labor. Each project operates under the auspices of a CETA prime sponsor.

---

[1] The Youth Entitlement Demonstration Program: A Summary Report on the Start-up Period of the Youth Incentive Entitlement Pilot Projects, January 1979 and The Youth Entitlement Demonstration: An Interim Report on Program Implementation, April 1979. A full list of published and forthcoming reports for the demonstration appears in Appendix D.

The Entitlement demonstration, and two others authorized by the Youth Act of 1977, are part of a broad knowledge development strategy initiated by Congress to find out what works to ameliorate the problems associated with youth unemployment and what does not. Entitlement is carried out and funded by the Department of Labor.

The Sites

The 17 prime sponsors currently operating Entitlement projects were selected through an open competitive process from 153 that initially applied.[1] In addition to the quality of proposals, these sites were chosen for regional variety, different labor market characteristics, rural/urban differences, and eligible populations of varying ethnic composition. Site selection was further governed by a two tier strategy, established by the Department of Labor, to allow for both large-scale saturation projects and for smaller ones, which test different program approaches and innovations. Given the cost limitations, this strategy thus allowed for a large number of projects and also for greater diversity in the conditions under which Entitlement would be demonstrated.

---

[1] This process is described in Ball, et al., The Entitlement Demonstration, pp. 14-31.

Table 1 summarizes the characteristics of the sites, which were selected in January 1978. With only a few exceptions, the projects commenced operations in February and March of that year.

The Role of MDRC

The U.S. Department of Labor, which is responsible for the operation of the Entitlement demonstration, contracted with the Manpower Demonstration Research Corporation (MDRC) to design and conduct a four-part research analysis and to oversee program operations. MDRC is a nonprofit, publicly supported, private corporation formed in 1974 to design, manage and research programs developed to test new techniques for improving the social and economic well-being of the disadvantaged. In carrying out its role in the Entitlement demonstration, MDRC has worked closely with the U.S. Department of Labor, which maintains the overall management and policy-making responsibility for the program.

The Issues

The central issue of concern in the implementation analysis, and therefore of this report, is the issue of Entitlement's feasibility. Is the program model workable through prime sponsor systems? That question introduces a variety of others. Can effective systems be established to inform eligibles of their entitlement, and in turn, to recruit and enroll

TABLE I

SUMMARY CHARACTERISTICS OF SITES SELECTED FOR PARTICIPATION IN THE YOUTH ENTITLEMENT DEMONSTRATION

TIER I

Site	DOL Region	Entitlement Area	Unemployment Rate	Racial Composition of Entitlement Area's Total Population
Baltimore	III	Four complete high school zones and part of a fifth, encompassing 1/3 of the city	10.3% (1976)[a]	15% white, 85% non-white (1977)
Boston	I	Four school districts; parts of Dorchester, Roxbury, S. Boston, Mattapan, Hyde Park, Central Boston, Charlestown	9.8% (1977)[b]	77% white, 22% non-white 1% other (1970)
Cincinnati	V	Entire City	7.0% (1977)[b]	72% white, 28% non-white (1970)
Denver	VIII	Entire City	6.9% (1976)[b]	91% white, 9% non-white 17% Hispanic (1977)
Detroit	V	Attendance zones of five high schools	13.1% (1977)[b]	30% white, 70% non-white (1977)
King-Snohomish	X	King County and Snohomish County, including the city of Seattle	6.7% (1977)[b]	90% white, 10% non-white (1979)
Mississippi	IV	Nineteen rural counties located in a belt across the state between the City of Jackson and the Gulf of Mexico	4.2% (1977)[c]	60% white, 40% non-white (1975)

SOURCE: Data in this chart were provided by each site in the Pre-Application proposals submitted for participation in the Entitlement Demonstration. Unemployment rates and Racial Composition figures were not consistently defined in the proposals.

[a] Rates shown are for the City
[b] Rates shown are for the Prime Sponsor Area
[c] Rates shown are for the state

SUMMARY CHARACTERISTICS OF SITES SELECTED FOR PARTICIPATION IN THE YOUTH ENTITLEMENT DEMONSTRATION

TIER II

Site	DOL Region	Entitlement Area	Unemployment Rate	Racial Composition of Entitlement Area's Total Population
Alachua	IV	Two school districts encompassing urban and rural areas	4.5% (1977)[a]	69% white, 31% non-white (1970)
Albuquerque	VI	One high school attendance district	9.8% (1976)[a]	90% white, 10% non-white 54% Hispanic (1970)
Berkeley	IX	Entire city	14.6% (1976)[b]	63% white, 37% non-white 7% Hispanic (1978)
Dayton	V	One census tract in the city of Dayton, Ohio	10% (1977)[b]	1% white, 99% non-white (1977)
Hillsborough	I	Entire city of Nashua	5% (1978)[b]	99% white, 1% non-white (19[illegible]8)
Monterey	IX	One school district in a preponderantly rural area	6.7% (1978)[b]	85% white, 15% non-white 69% Hispanic (1978)
New York	II	Part of one school district in Brooklyn	10.8% (1975)[a]	40% white, 60% non-white 6% Hispanic (1970)
Philadelphia	III	One census tract in North Philadelphia	9.7% (1977)[b]	16% white, 84% non-white (1978)
Steuben	II	Seven school districts in rural Steuben County, New York	8.1% (1976)[b]	99% white, 1% non-white (1976)
Syracuse	II	Entire city	8.6% (1977)[b]	85% white, 15% non-white (1978)

SOURCE: Data in this chart were provided by each site in the Pre-Application proposals submitted for participation in the Entitlement Demonstration. Unemployment rates and Racial Composition figures were not consistently defined in the proposals.

[a] Rates are shown for the Standard Metropolitan Statistical Area (SMSA).

[b] Rates are shown for the Prime Sponsor Area.

those interested? Can income, age, and residence eligibility requirements be monitored and enforced not only at enrollment, but during the course of participation? Can the school conditions be enforced, especially the requirement for monthly certification of satisfactory attendance and performance? Will sufficient schooling opportunities be available for returning drop-outs? Can a sufficient number of worksites be developed in the Tier I sites to provide jobs for a large number of participants? How difficult is it to match or process enrollees from the point of enrollment to an assigned job? At what cost does "workability" come? What factors impede or enhance the willingness and ability of prime sponsors to carry out these various Entitlement functions? How might the model be altered to improve the implementation?

These questions, in turn, must be answered within the context of Entitlement's specialness as a manpower program, and by implication, the inexperience of prime sponsors with several novel features that make Entitlement operationally demanding.

Unlike fixed-slot manpower programs, which serve as many individuals as possible within available budgets (a number usually far fewer than the universe of need), Entitlement must serve all interested eligibles who come forth. The "job entitlement" creates an obligation to provide employment to those who qualify and request it. This obligation has a number of ramifications.

One of these is continuous enrollment. As youths become eligible,[1] they become entitled, and the opportunity to enroll must be available if they want it. Worksite development and maintenance must therefore be continuous to ensure an adequate supply of jobs to meet the demand. Moreover, the guarantee obligates prime sponsors to make the program's availability known widely so that youths are aware of their entitlement. And, the benefit -- the job -- should be provided in a timely manner. If nothing else, a true entitlement must be made real within a reasonable amount of time, or its meaning as an entitlement is obviated.

---

[1] By turning 16, moving into the Entitlement areas, a drop in family income, enrolling in school, or a combination of these factors.

Another ramification is the need for careful monitoring of eligibility. Both politically and as a matter of social equity it is important that, to the maximum degree possible, only those individuals actually meeting the eligibility requirements receive the promised benefit. In addition, there is a cost consideration. Because of open-ended enrollments, Entitlement costs are a function of participation levels, not the reverse. Without careful checking of eligibility, costs could reach high, unexpected levels if ineligibles entered the projects in large numbers. And, because a participant's eligibility status can change over the course of participation -- because of a change in family income, age, residence or school status -- some degree of continuing eligibility monitoring appears to be required. Manpower programs have never before required that of prime sponsors nor in such an extensive manner as Entitlement specifies.

The school condition is also particularly demanding. As required by legislation, participating youths not only have to be enrolled, but must meet performance and attendance standards to ensure their progress toward a high school degree or its equivalent. Existing guidelines request monthly assurance from schools that participants are meeting these standards. The establishment and use of such standards and the need for continuous monitoring of each participant's achievement are also new to manpower programs. They require the establishment of a close and cooperative relationship between the schools and prime sponsors -- a relationship generally not extart to the degree required by Entitlement.

Beyond the ramifications of the school-conditioned job guarantee, the implementation of the Entitlement model poses other challenges to prime sponsors and agencies involved in the projects. Size, for example, is a critical factor. Prior to implementation, site estimates projected that the demonstration would reach a participation level of 45,000 active youths at its largest point, with the Tier I projects ranging in size from about 3,000 to 9,000 active participants. Moreover, to meet Entitlement's ultimate objective, the alleviation of youth employment problems, these large numbers were to be reached quickly; high participant levels were to be achieved within six months of the demonstration's start. This negated adequate planning at the sites or a reasonable shake-down period before full operation.

The research and demonstration character of the program also have affected the operation of the pilot projects, most directly through the requirement for extensive information on participants, jobs and wages. In addition, the research aspect of the program further reinforced its character as a highly conditioned or circumscribed program. Prime sponsors are required to manage projects tightly and to monitor closely the delivery of employment, the quality of the work, the enforcement of the schooling condition, and the enforcement of other eligibility requirements, both because the program is an entitlement and because, as a research demonstration, a basic uniform program model has to be provided across the sites.

Finally, because the Department of Labor's Youth Office designated MDRC to oversee its operation and carry out the research, Entitlement is carried out under more centralized direction than provided under regular CETA channels. Prime sponsors, therefore, initially found themselves negotiating with an organization they did not know well and with one that would provide closer oversight of their program operations than usual.

To summarize, Entitlement posed a difficult set of circumstances for the prime sponsors responsible for its implementation. As a school-conditioned job guarantee, it was unique in manpower programming. It was also a large program which was expected to operate quickly. Further, both the guarantee and the research demonstration aspect made Entitlement a highly conditioned program, with fairly specific rules of operation, whose enforcement was overseen by an organization previously unknown to the grantees.

Though, on the whole, prime sponsors were able to recruit large numbers of youths successfully during the start-up period and provide most of them with jobs, these factors and others led to a number of problems during the first stage of the program. Some of them were severe, especially at the Tier I sites, and they are documented in MDRC's Interim Report on Program Implementation (April 1979). Among them were long delays at several projects in assigning enrollees to jobs, with a small but significant proportion never actually getting an assignment; breakdowns in participant tracking systems; errors and delays in payroll; and difficulties in establishing and enforcing school performance and attendance standards. In this report, the progress of the various projects in alleviating these difficulties is examined, as well as their ability to cope with new ones, and, generally, to manage a demanding program.

There is a second related issue of participation. The number of eligibles who enroll in Entitlement and their characteristics are critical policy questions posed by the Youth Act. The value of Entitlement is enhanced or diminished according to its attractiveness to the eligible population, measured in terms of the number and proportion of eligible youths who enroll and remain in the projects. Of particular interest is how many youths will come back to school to receive the job benefit. Because the decision of eligibles to participate in Entitlement or not is influenced by their knowledge of the project (information and outreach), its ability to provide the benefit in a timely way, and the attractiveness of its various features (jobs, wages, schooling) relative to other options, the issue of participation is one that overlaps both impact and implementation analysis. In addition, length of participation is influenced by the enforcement during participation of the eligibility criteria and the school condition. Implementation, therefore, affects participation, and the complex link between the two is a theme of this report.

The impact analysis carried out by Abt Associates will address the participation issue in more detail, but preliminary data provided by Abt and utilized in conjunction with enrollment data, from MDRC's Entitlement Information System, allow an initial, estimated rate of participation. The data also provide an initial description of those who enroll from among the eligible pool. Using this data, other statistical data provided by the information system, and field observations and interviews, the report documents the effect of particular patterns of implementation, and other site circumstances, on both the size of the projects and number of participants recruited, and the characteristics of those who enroll, leave, or remain.

The Program Model

The program guidelines, or the rules for Entitlement's operation, involved a number of considerations for the Department of Labor and MDRC. Perhaps the most important of these was the establishment of a standard but realistic and replicable program model that would also allow for some operational flexibility at the local level. The allowance for local flexibility recognized that prime sponsor manpower agencies are creations of local government and are therefore diverse, with different structures, organizational styles and outlooks, all of which would influence Entitlement accordingly. It also recognized the desirability of allowing the use of local procedures and innovations which could be documented by the research and might later be incorporated in a national program. Nonetheless, a basic uniformity had to be maintained among the projects for the pooling of data across the sites, and the derivation from those data of lessons about Entitlement's utility as a standard program model.

Other design considerations stemmed from the job guarantee aspect of the program, particularly those concerning eligibility monitoring. For example, in specifying the requirements for establishing and monitoring eligibility, a balance had to be struck between requirements that would be tight enough to keep the number of ineligibles as low as possible, but also reasonable enough to be both feasible and only a minimal deterrent, if a deterrant at all, on the participation of eligibles. A choice was also available concerning the income standard to be used: the Office of Management and Budget's poverty level or one based on the Bureau of Labor Statistic's Lower Living Standard. The narrower OMB standard was selected, with the alternative of receiving welfare, in order to target the program on those most in need and to get the maximum impact within the program's cost limits. As a result, Entitlement is the most rigorously targeted of the Department of Labor's youth programs. The design of the program was, in addition, constrained by the Youth Act itself, which was quite specific on a number of points such as the age limits of the target population (16-19 years) and the number of hours of work per week to be offered.[1]

Guidelines issued by the Department of Labor articulate the program model, and have served both as a guide to program operation and as a standard against which to assess the ability of prime sponsors to implement the design and thereby test its feasibility.

Chart 1-A summarizes the major features of the Entitlement program model.

---

[1] For a fuller elaboration on the writing of program guidelines and the development of the program model see Joseph Ball, et al., The Youth Entitlement Demonstration: An Interim Report on Program Implementation, April 1979.

CHART 1-A

SUMMARY OF MAJOR FEATURES OF THE YOUTH ENTITLEMENT DEMONSTRATION

Key Features	• A guaranteed job to teenagers from poverty families who return to or remain in high school or a program leading to a general equivalency diploma. Minimum entitlement to include six months part-time work or eight weeks full-time work • Creation of 17 demonstration projects selected for economic and regional diversity and divided into seven Tier I projects testing large scale saturation and ten small scale Tier II projects to test the implementation of Entitlement with special features (such as additional counseling); all to be operated by CETA prime sponsors • Extensive research requirements to test the impact, feasibility and costs of Entitlement as specified by Congress
Objectives	• Increase school participation of drop-outs and youths in school to enhance their opportunity to obtain a high school or equivalency diploma • Provide a work experience that would enhance the future employability of participants • Create large numbers of jobs to help reduce teenage unemployment
Eligible Target Population	• Youths who are: --16 to 19 years old --Economically disadvantaged from families whose income is at or below the OMB poverty guidelines or receiving cash welfare --Residing in designated project Entitlement areas --Enrolled in school

CHART 1-A (Continued)

Eligibility Monitoring	• Initial verification to include: --Birth certificate, passport, baptismal certificate, or naturalization paper for age --Parent-signed income statement or proof of welfare status at least 30 days prior to enrollment --Residency statement supported by rent receipt, utility bill, or landlord statement showing residency in Entitlement area at least 30 days prior to enrollment --Signed statement by school official or enrollment lists indicating youth currently enrolled in school program or one to begin within 30 days of program enrollment • Reverification of income and residency to occur seven to twelve months after initial enrollment; youths who turned 20 or graduated and have received minimum "entitlement" of six months part-time or eight weeks full-time employment to be terminated, with prior warning, upon birthdate or graduation • Ongoing school attendance and performance to be verified monthly according to locally-established standards • Termination and grievance procedures to be established by prime sponsors
The Jobs	• Sufficient jobs for all eligibles to claim their entitlement • Jobs to provide "meaningful" work not "make" work, and must be monitorable • To be located within or in close proximity to Entitlement area

	• Public, private nonprofit, and private, for-profit worksites allowed with private-sector participation encouraged by a wage subsidy of up to 100 percent • To provide for no less than 10 hours a week minimum nor more than 20 hours for part-time, school year work; no more than 40 hours a week for full-time, summer employment • Displacement and substitution of regular employees is forbidden • Work performance and attendance standards for youths to be established by worksites and prime sponsors • Training allowable but to be directly related to work assignment and kept to a minimum
Wage Levels	• Federal minimum to pertain except where prevailing or negotiated wage required by federal laws and regulations
School Programs	• Must lead to a high school diploma or general equivalency certificate • Must provide monthly reports that participating youths are meeting the school's minimum performance and attendance standards as established by schools
Entitlement Areas	• Each to be a discrete geographic area with a single set of boundaries and to coincide with school district boundaries, if possible
Administrative Arrangements	• Single agency, either prime sponsor or its designated management agent, to be responsible for program operations • One central single payroll to be utilized for each project

The Research Design

The importance of knowledge development in the Entitlement demonstration is reflected in a series of questions about Youth Entitlement posed by Congress itself in the Youth Act, and restated in the CETA Amendments of 1978. The Congress requested the Secretary of Labor to submit findings with respect to:

"(1) the number of youths enrolled at the time of the report;

(2) the cost of providing employment opportunities to such youths;

(3) the degree to which such employment opportunities have caused out-of-school youths to return to school or others to remain in school;

(4) the number of youths provided employment in relation to the total which might have been eligible;

(5) the kinds of jobs provided such youths and a description of the employers -- public or private -- providing such employment;

(6) the degree to which on-the-job or apprenticeship training has been offered as part of the employment;

(7) the estimated cost of such a program if it were to be extended to all areas;

(8) the effect such employment opportunities have had on reducing youth unemployment in the areas of prime sponsors operating a project; and

(9) the impact of job opportunities provided under the project on other job opportunities for youths in the area."

In addition, Congress noted that the basic purpose of these demonstrations was to "test the relative efficacy of different ways of dealing with these problems in different local contexts..."[1]

Based on these information requests and on a Knowledge Development

---

[1] Comprehensive Employment and Training Act Amendments of 1978, Title IV, Part A, Sec. 411.

Plan issued by the Youth Office in the Labor Department to guide new youth program initiatives, MDRC designed a large-scale, four-part research program which would determine: what the participation rate of eligibles is and the program's effects on participants' school and labor market behavior (impact); what the costs of operating Entitlement are and what they would be under various options for its continuation should that be desired (costs); whether and how well the Youth Entitlement program accomplishes what it was designed to achieve operationally, and the factors that affect these results (implementation); and a number of special issues concerning the implementation and impact of Entitlement (special studies).

The impact research is being carried out under the auspices of MDRC by Abt Associates of Cambridge, Massachusetts and relies on survey and school record data that are being collected over several years. Two sample surveys, one in the fall of 1978, the other in the fall of 1979, have been completed. The third will be fielded in the late summer or early fall of 1980.

The first survey established the characteristics and history of the eligible population in four program sites (Baltimore, Cincinnati, Denver, and rural counties in Mississippi) and of a matched sample of youths in four control sites (Louisville, Cleveland, Phoenix, and a non-entitled area of Mississippi). The results are reported in the Youth Entitlement Baseline Report.[1] Subsequent reports, based on the 1979 survey, and surveys scheduled for 1980 and 1981, will present findings on participation rates and in-program and post-program employment and schooling impacts.

---

[1] Suzanne Barclay, Christine Bottom, George Farkas, Ernst W. Stromsdorfer, and Randall J. Olson, Schooling and Work Among Youths From Low-Income Households. New York: MDRC, May 1979.

It should be noted here that the results from the first, or baseline, survey have been used in this report to discuss early participation rates in Entitlement. Abt Associates merged the baseline survey data with enrollment data from the Entitlement Information System for those members of the study sample who enrolled in Entitlement by December 1978. This allowed an early and preliminary estimate of program participation rates prior to the availability of more precise data.

The research on costs is based on monthly project expenditure reports from each site. It examines both total costs and various cost component categories. In addition to determining actual costs, the analysis also involves projecting the costs for continuing or expanding the Entitlement program to other sites should that be warranted by the demonstration results. Interim findings on costs are presented in Chapter 2.

The implementation research documents program operation and assesses its feasibility using a variety of data sources. The Entitlement Information System established by MDRC provides statistical data on enrollments, terminations, and the status of participants within the projects; it also gathers information on the characteristics of participants and the jobs they hold as well as on the wages provided and the number of hours worked.

At the Tier I sites, full-time, on-site MDRC monitors constitute a second major source of data. These monitors submit structured, narrative research reports describing and assessing particular program activities, such as recruitment and job development, based on their observations, prime sponsor memoranda and records, and discussions with prime sponsor staff. They also produce brief, biweekly status reports on program operations.

A third source of data on both Tier I and Tier II sites are centrally-based MDRC field representatives who visit their assigned sites on a monthly schedule. These monthly visits yield reports on program status and key issues as well as occasional structured research reports on program management and operations. Five of the Tier II sites are monitored in this fashion on behalf of MDRC by MDC, a monitoring subcontractor.

Lastly, two rounds of field interviewing have been carried out at the Tier I sites by MDRC research staff and consultants, one in the summer of 1978, and the other in the spring of 1979. Their purpose was to obtain the views of prime sponsor staffs, the staffs of other involved agencies, and of other interested and knowledgeable observers on the factors influencing the shape and performance of these projects. In total, over 300 interviews were conducted.

In addition to the impact, cost and implementation analysis, a series of special studies have been undertaken to examine in detail a number of issues presented by the demonstration. These include a study of the quality of work provided under Entitlement, based on a survey and assessment of 520 Entitlement worksites across the 17 projects and examining the degree to which participants have been provided with a good work experience that develops and reinforces the positive aspects of work for the youth; and a study of Entitlement's implementation in rural areas, focusing on the Mississippi experience. The difficulties of transportation between school and work and the problems of job development, for example, are analyzed to examine the special constraints placed on rural programs. Also underway are a study of private sector participation in Entitlement, which looks closely at the role of the private sector in the demonstration and the various conditions and arrangements that affected the participation of private sponsors; and a related wage subsidy experiement variation, which examines the private sector's willingness to participate at different subsidy levels up to 100 percent. Finally, a study of the labor market effects will address two issues: the effect Entitlement's employment opportunities has had on reducing youth unemployment in the prime sponsor areas in which the projects are operating, and the impact of job opportunities provided under the demonstration on other job opportunities for youths in these areas. Of special interest in this study is a measurment of Entitlement's displacement effect; that is, the degree to which Entitlement youths used by employers displace unsubsidized labor. (A schedule for these reports is provided in Appendix D).

The Outline of the Report

Chapter 2 examines the size and costs of Entitlement through August 1979, and provides an initial projection of its costs were it to be continued or expanded. Chapter 3 reviews patterns of participation especially as these are influenced by recruitment and termination policies and practices, and other program and site variables. It also reports on the characteristics of the youths who enter, leave, and remain in Entitlement. Chapter 4 looks at the ability of prime sponsors to create sufficient jobs, the kinds of jobs provided, job development in the private sector, and the performance of prime sponsors in establishing a variety of processes and systems to provide a positive work experience in a timely way. Chapter 5, on school-related issues, analyzes the ability and willingness of prime sponsors and schools to cooperate under Entitlement in different ways, but most basically in the enforcement of school performance and attendance standards and the provision of educational programs to returning drop-outs. Chapter 6, the conclusion, summarizes the main findings and lessons about the ability of prime sponsors to carry out the program model, and offers judgments about the program's feasibility, with some interim recommendations for improving it.

CHAPTER 2

PROGRAM SIZE AND COSTS

Introduction

The main concern of this chapter is an analysis of the costs of operating Entitlement. However, since there is a direct link between the number of youths employed in the program and operating costs, this chapter begins with a discussion of program size. Most employment programs have a fixed number of positions, determined by the amount budgeted and the estimated cost per position. For the Entitlement program, however, the number of participants cannot be accurately determined in advance because the program is obligated to provide employment to all eligible youths who apply. Since participant wages are the major costs of the program's operations, a variety of factors which affect the number of youths who enroll and are employed necessarily affect the costs too.

Costs are affected by both the behavior of eligible youths and program operations. The youths decide whether to enroll in the program, whether to resign, and to some extent, how many hours to work. The efficiency of program operations also influences the speed with which youths are placed on jobs or terminated from the program for failure to comply with its various conditions (e.g., school enrollment). Thus the number of employed youths can vary over time within sites, and costs will vary correspondingly.

The next section presents data describing the size of the program and its variations during the demonstration. The discussion focuses on program enrollments, terminations and the status of enrolled youths which combine to determine the number of youths employed. These figures in turn serve to set the stage for the cost data presented subsequently.

The discussion of costs considers the budget process whereby the prime sponsors attempted to estimate operating costs by projecting levels of program participation. The components or types of costs are analyzed, as are the sources of funding for the program. The cost analysis also includes calculation of unit costs (per hour and per week), which facilitates cross-site comparisons as well as estimations of the costs of continuing or expanding the program.

Program Size

Naturally enough, enrollments are the major determinant of program size. As the program matures, terminations also come into play in determining participation levels -- the number of youths enrolled in a project at any one time. The demonstration had enrolled 59,155 youths by the end of August 1979. The great bulk of the enrollments, 53,367, occurred in the large Tier I projects, with the smaller Tier II projects accounting for 5,788 enrollments. During the year from September 1978 through August 1979, 22,291 youths enrolled in the program.

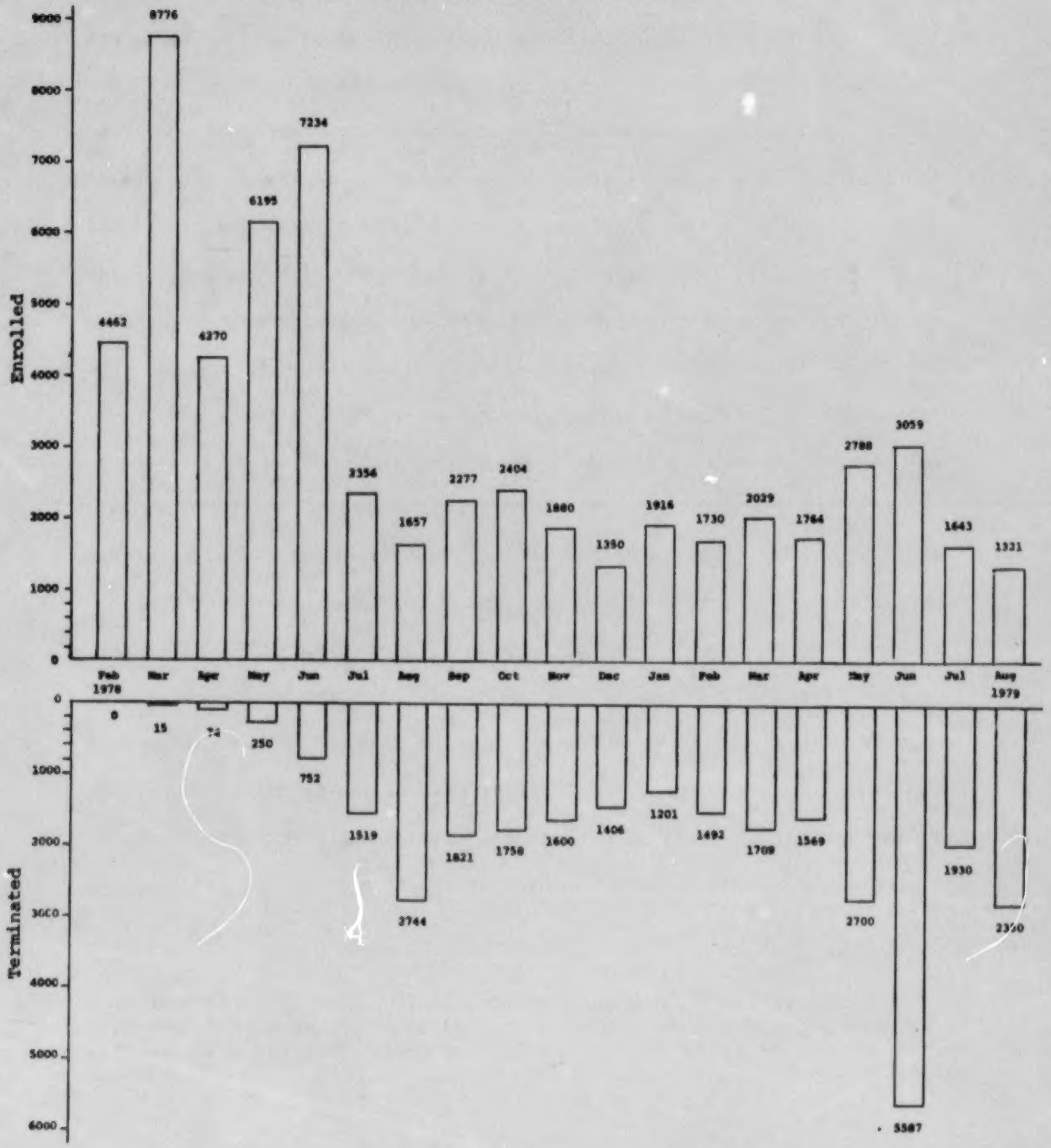
Cumulatively, between the start of the demonstration and the end of August 1979, 29,450 youths had terminated from the projects, a little less than half of those enrolled. Here again, the tier statistics reveal the difference in dimension between Tier I projects and Tier IIs: termination in Tier I totaled 26,410; those in Tier II, 3,040. Over the period that is the focus of this report, September 1978 through August 1979, there were 22,292 terminations. The participation level, or net number of youths on board in the demonstration, can be derived by subtracting cumulative terminations from cumulative enrollments at any point in time. This number remained relatively stable at about 30,000 youths from September 1978 through August 1979, since enrollments and terminations were approximately the same.

Chart 2-A shows enrollment and termination trends, by month, from the beginning of the demonstration through August 1979. It illustrates the rapid build-up of enrollments during the first six months of the demonstration, and a tapering off after this period to lower but more stable enrollment levels. Terminations are more sporadic, rising and falling over time. They occur most frequently in May and June, when participants graduating from high school must leave the projects, and other youths may wish to devote time to studying for final examinations. Terminations are also high in August as the summer period of full-time employment comes to an end.

The current enrollment figures, however, do not provide a completely accurate portrayal of participation. This is because these figures include enrolled youths in pending and hold statuses, in addition to those assigned to a job and actually working. The difference can be substantial. For example, approximately 15 percent of the youths enrolled at the end of August 1979 were not assigned to a job. The sites having most difficulty with unassigned youths were Denver and Mississippi. The reasons for this problem, more fully discussed in Chapter 4, were the inability of the program operators to develop sufficient jobs (Mississippi), or to adequately process the large number of youths who had been

CHART 2-A

NUMBER OF YOUTHS ENROLLED AND TERMINATED EACH MONTH IN THE YOUTH ENTITLEMENT DEMONSTRATION FROM FEBRUARY 1978 THROUGH AUGUST 1979



recruited.[1] In addition, the net on-board figure contains youths who have self-terminated by simply walking off the job, a group which many of the large projects are slow to identify as terminees.

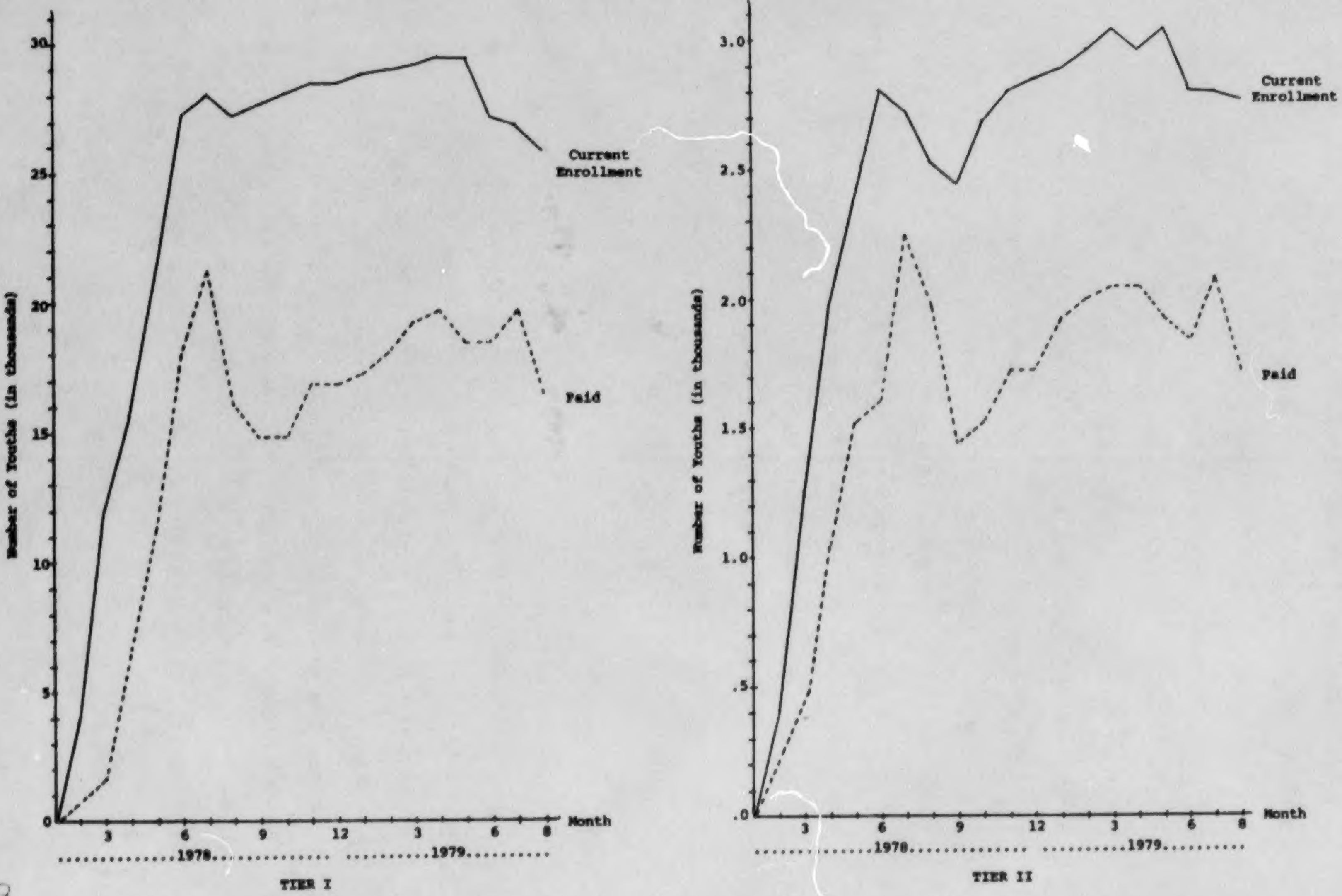
Chart 2-B compares monthly enrollment and actual paid participants from the beginning of the demonstration through August 1979, by tier. Converting to percentages, the figures show that after the initial build-up, the proportion of youths on board actually paid has varied between 60 and 72 percent, and has generally fallen in the low to mid end of that range. This difference between number enrolled and number paid results from a combination of factors. Normal absences of participants once they enter into a job for health or other personal reasons, come into play. Another major factor appears to be youths stopping work for an extended period to participate in school extra-curricular activities. In addition, upon examining the changes in the proportion of youths paid over this period, some consistencies and patterns emerge. The percentage paid in June 1978, when the growth in net on board tapered off, is 65 percent. It was also 65 percent a year later in June 1979. (The percentages for the two Augusts are identical: both are 60 percent.) The highest proportions of paid youths occur in July -- 76 percent in 1978 and 71 percent in July 1979. This increase is due to two factors. One is the additional enrollment of youths wishing to work only during the summer, when full-time hours are available, and most school programs are

---

[1] Even the assigned category presents issues, since an assignment to a job does not guarantee a participant will show up, or that an employer will always be ready to put a youth to work. See Ball, et al, pp. 114-123.

CHART 2-B

CURRENT ENROLLMENT LEVEL AND YOUTH PAID AT THE END OF EACH MONTH THROUGH AUGUST 1979



session. The second is the increase in the work activity of youths already enrolled who, for reasons probably having to do with school, had not been participating in part-time work.

When the summer work period ends and school begins, there is a drop in the number of youths paid. At this point, apparently summer-only participants leave Entitlement, a proportion of those remaining take a break from work to attend to the demands of the new school year, and those who graduated from high school in June but stayed in Entitlement to complete their guaranteed minimum terminate. In addition, the drop is exaggerated by program pauses of a week or two, used by many projects to switch from a full-time to a part-time work mode. Looking at the school year between September and June, the number of participants paid rises slowly, with dips in December and May. These are probably accounted for by a combination of end-term school exams for some youths, and the distraction from work created by winter holidays or the coming of summer, for others.

Program Costs - Introduction

An evaluation of the costs of Entitlement's operation is crucial to a full assessment of the program, in large part because it is a demonstration. Entitlement is intended to provide the Congress and other policy-makers with information about the feasibility and practicality of its being established as an ongoing program. In addition, the fact that the program guarantees a job to all eligibles who apply means that unlike other employment programs, the total cost of operations cannot be known with certainty beforehand. As noted above, the many factors that affect the level of program participation also influence costs.

This section describes the costs of the demonstration to date. It is important to note that this discussion of program costs is preliminary; there are a number of factors that will affect costs which cannot be fully accounted for at this time. One factor is the continuing operation of the program. The relatively short term of the analysis obviously shows estimates because of start-up costs incurred primarily in the first year of operation. The full story cannot be accurately known until the program has had a longer period of operation. There have also been variations in costs over time, and it is essential to separate costs unique to a demonstration from those required for an ongoing program. In addition, the final cost analysis will use more sophisticated methods that account for differences in participation and length of stay in the program among the various demographic sub-groups which are eligible. This approach will also permit more accurate estimates of the costs of operating the program in the future.

The discussion of costs is divided according to several major areas of interest to provide both a broad overview of issues which affect the costs of the demonstration, and the effects of specific program implementation features. Included are presentations on gross outlays, the differences in costs for different periods, the effect of the budget process, and a description of categories of expenditures. The discussion also examines funding sources, and makes unit cost estimates and cost projections for a continued or expanded program

Expenditures to Date

Total expenditures for the Youth Entitlement Demonstration through August 31, 1979 were approximately $130 million, as shown in Table 2-1.

TABLE 2-1

SUMMARY OF TOTAL EXPENDITURES FOR THE YOUTH ENTITLEMENT DEMONSTRATION THROUGH AUGUST 31, 1979

Category	Actual Expenses
MDRC[a]	$ 2,164,838
Research[b]	4,276,899
Site Operations[c]	124,042,000
TOTAL DEMONSTRATION	$130,483,737

SOURCE: MDRC Fiscal Reports and Site Combined Operating Reports.

NOTES: Data reflects all expenditures through August 31, 1979 with the exception of Berkeley site operations which is included through July 1979.

[a] Includes total expenditures by the Manpower Demonstration Research Corporation for central monitoring, administrative, and fiscal services. It also includes approximately one-half the cost of maintaining the Youth Entitlement Information System.

[b] Indicates the amount of funds spent by MDRC and subcontracted research organizations to conduct survey research, impact analysis, specialized studies, and related research activity. MDRC expenditures include approximately one-half the cost of maintaining the Youth Entitlement Information System.

[c] Reflects all reported expenditures by the sites to operate Entitlement. This includes both grant and "match" funds expended by the sites.

The expenditures are divided among site operations, which account for 95 percent of all expenditures, research (3 percent), and MDRC's oversight of the program (2 percent).[1]

Total site expenditures and participant wages and fringes by month, from March 1978 through August 1979, are displayed in Chart 2-C. The graph reveals that the program has established a pattern of steady growth from inception to present, with peaks occurring during the summer months. This pattern corresponds closely to the pattern of enrollment levels, observed before (see Chart 2-B), and serves to illustrate further the linkage between levels of participation and expenditures. Interestingly, each May a slump occurs in the area of participant wages. As noted before, this may be attributable to the effects of "final weeks," the advent of better weather, and the transferal of some youths to different worksites prior to the beginning of summer full-time work.

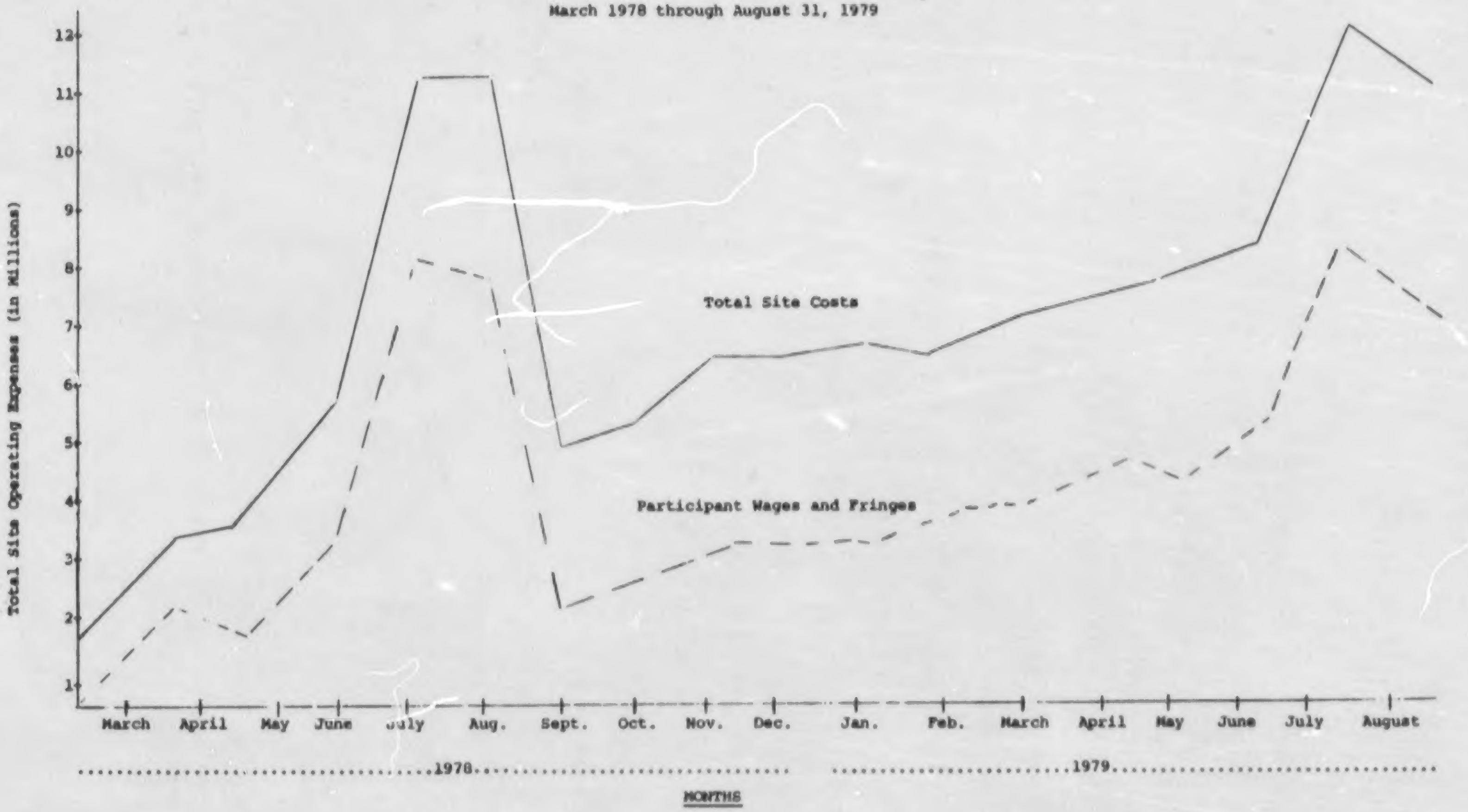
Although there was a slight increase in participant costs in June 1979, it was smaller than might have been expected. The factors just noted played a part in reducing the size of the increase which would have occurred because of the beginning of full-time work in 12 of the 17 sites. The data also show a relative decrease in total spending in August 1979 as compared to the previous year, partly due to more timely and accurate reporting of expenses by the sites compared to the previous year.

---

[1] Any additional DOL costs are not included, but they are presumed to be minimal.

CHART 2-C

Total Demonstration Site Operation Expenses by Month
March 1978 through August 31, 1979



The Budget Process

Budgeting site operating costs for Entitlement is complicated by the open-ended nature of the program. Since the demand for program services was not known, the level of enrollments, and thus costs, could only be crudely estimated by the sites. Site enrollment estimates tended to be inflated, and therefore, they were carefully reviewed in an effort to bring budgets more in line with reality. Over the course of the demonstration, site budgets have been revised to extend the demonstration from its initial termination date of June 1979 to the current date of August 1980. The revision process also allowed for adjustments in anticipated enrollments, based on the enrollment levels actually attained by the sites. This resulted in reallocation of funds among the sites that increased funding for some sites (Baltimore, for example), and decreased it for others (for example, Dayton, where enrollments were well below projected levels). The total amount budgeted for each site operation, and corresponding expenditures through August 1979 are presented in Table 2-2. Through August 1979 the sites have spent approximately 51 percent of their budgeted funds. Disparities in spending rates among the sites are partially the result of the process of rebudgeting to expand and extend certain of the sites in keeping with research requirements.

Types of Costs

In order to facilitate program management and fiscal monitoring of the sites, four cost categories were established: (1) participant wages, fringes and allowances; (2) program management and client services; (3) worksite supervision; and (4) training. These cost categories differ

TABLE 2-2

BUDGET DOLLARS AND EXPENSES FOR ENTITLEMENT SITE OPERATIONS

Site	Budget for Demonstration Period ($000)	Expenses Through August 1979 ($000)	Balance ($000)
Baltimore	55,147	28,995	26,152
Boston	35,496	22,292	13,204
Cincinnati	17,542	9,102	8,440
Denver	15,688	8,836	6,852
Detroit	31,613	13,224	18,389
King-Snohomish	21,307	9,003	12,304
Mississippi	36,484	20,853	15,631
TOTAL TIER I	213,277	112,305	100,972
Alachua County	1,708	933	775
Albuquerque	3,210	1,163	2,047
Berkeley	4,552	2,362	2,190
Dayton	1,058	283	775
Hillsborough	1,000	585	415
Monterey	1,632	674	958
New York	6,539	1,718	4,821
Philadelphia	2,527	960	1,567
Steuben County	1,232	731	501
Syracuse	4,627	2,328	2,299
TOTAL TIER II	28,085	11,737	16,348
TOTAL DEMONSTRATION	241,362	124,042	117,320

SOURCE: Site Combined Operating Reports.

NOTES: Budget data represent basic grant allowable expenditures from startup through the end of the current Demonstration period. This date is June 30, 1980 for all sites except Baltimore, Detroit, and New York, whose contracts had been extended through September 30, 1980. Other site contracts are under negotiation.

Berkeley expenses data are only available through July 31, 1979.

substantially from the CETA cost categories used by the Department of Labor for most other programs. The major difference is that client services were not separated from program management in Entitlement. This has the effect of increasing the percentage of Entitlement costs attributed to program management, and is a potential problem in making cross-program comparisons.[1]

Since Entitlement is a job guarantee program in which the bulk of the expenditures should be for youths' wages, one focus of one budgeting process was to assure that participant wages and fringes were in a reasonable relationship to all other expenditures. The uncertainties of forecasting program participation led many sites to overestimate enrollments. The result was that expenditures for participant wages and fringes were lower than expected, and program management and client service costs were higher than necessary because staffing levels were based on anticipated enrollments. In order to assure a reasonable proportion of expenditures for participant wages and fringes, a general target 60 percent ratio of these costs to total costs was established. Although the target ratio was allowed to vary somewhat across the sites in response to unusual conditions, a serious effort was made to obtain compliance from the sites, which were required to submit plans for adjusting costs if they were significantly different from the target ratio.

---

[1] For one site, for example, it was possible to calculate that 32 percent of program management costs would be classified in the CETA "Services to Clients" category.

The percentage distribution of costs by budget category and site is presented in Table 2-3. Participant wages and fringes averaged 63 percent of total costs for the entire demonstration, but were somewhat lower in the Tier II sites (59 percent). Program management and client service costs follow this pattern. The Tier I sites, perhaps as an indicator of the effect of economies of scale, have generally been more able to run programs that devoted a smaller percentage of costs to program management than Tier II sites. The figures also suggest that within Tier I, the larger sites operate with lower program management costs.

Another cost variation between the tiers occurs in the area of worksite supervision. With the exception of Steuben, no Tier II site has dedicated funds to the provision of supervision for youths. In Tier I, an average of 6 percent of all funds is spent in this area. This reflects greater use by Tier I sites of worksites which are supervised by public service employees, and a greater use of private sector worksites, where supervising costs were not allowed, by the Tier II sites. Finally, it should be noted that only 2 percent of all funds were spent on training.

Funding

The competitive site selection process and the provisions of the legislation itself provided the impetus for sites to supply matching funds. By adding funding from other sources, they could offer more services per "Entitlement" dollar, and thus increase the likelihood of being selected. In addition, since maintenance of effort provisions under YEDPA required that Entitlement funds not replace other CETA monies

TABLE 2-3

PERCENT OF ENTITLEMENT COSTS THROUGH AUGUST 1979 BY SITE AND MAJOR BUDGET CATEGORIES

Site	Percent of Total Costs				
	Participant Compensation	Program Mgmt. & Client Svcs.		Worksite Supervision	Training
		Staff	Other		
Baltimore	65	17	4	9	5
Boston	56	26	10	5	3
Cincinnati	61	19	6	14	0
Denver	58	34	8	0	0
Detroit	63	26	6	5	0
King-Snohomish	58	26	5	10	1
Mississippi	72	15	7	4	2
TOTAL TIER I	63	21	7	6	3
Alachua County	66	26	8	0	0
Albuquerque	69	27	3	0	1
Berkeley	58	40	2	0	0
Dayton	39	57	4	0	0
Hillsborough	61	32	7	0	0
Monterey	55	35	10	0	0
New York	62	35	3	0	0
Philadelphia	50	38	12	0	0
Steuben County	44	16	6	32	2
Syracuse	62	34	2	0	2
TOTAL TIER II	59	34	5	1	1
TOTAL DEMONSTRATION	63	23	6	6	2

SOURCE: Combined Operating Reports.

NOTES: Percents reflect all costs from program inception to August 31, 1979, except for Berkeley where data terminates July 31, 1979.

previously allocated to youth programs, it was logical to combine the funds from various sources rather than run a number of different youth programs for the eligible population.

The distribution of funds expended through August 1979 by source and site is presented in Table 2-4.[1] Entitlement funds accounted for almost 78 percent of expenditures. The matching funds amounted to over $27 million. More than half (51.7 percent) of those funds came from the Summer Program for Economically Disadvantaged Youth (SPEDY), now called the Summer Youth Employment Program (SYEP). Other sources of funds include other YEDPA funds, used as a source for youth and program staff wages, and other CETA funds, including public service employment (PSE) personnel who were commonly used as worksite supervisors and lower level staff by prime sponsors.

The data reveal that Tier II provided greater amounts of match funds than did the Tier I sites (30 percent versus 21.6 percent). Moreover, the distribution of the match funds differs somewhat among the sites. Tier II sites have demonstrated the ability to use match funds from more diverse sources than the Tier I sites. While SPEDY/SYEP dollars constitute 55 percent of the Tier I match funds, they comprise only 28 percent of Tier II's non-Entitlement funding. Dedication of other match funds (such as other YEDPA, other CETA, and other federal, state and local funds) are, in proportion, higher in Tier II than Tier I sites. However, the pattern is not uniform among sites, as some prime sponsors were

---

[1] Although approximately $124 million has been spent on Entitlement, it should be noted that, due to a lag in the allocation of expenditures by some sites, only $121 million has been cost-allocated to date. Therefore, this analysis excludes $3 million (2.4 percent) of actual expenditures from review.

TABLE 2-4

PERCENT OF ALL EXPENDITURES FOR SITE OPERATIONS IN THE ENTITLEMENT DEMONSTRATION THROUGH AUGUST 1979, BY SOURCE OF FUNDS

Site	Total Funds ($000)	Percent of Expenditures, by Source of Funds				
		Entitlement	SPEDY/SYEP	Other YEDPA	Other CETA	Other
Baltimore	28,995	73.9	12.3	0.1	11.9	1.8
Boston	22,292	83.3	0.5	0.0	14.0	2.2
Cincinnati	8,625	84.2	15.8	0.0	0.0	0.0
Denver	8,836	84.3	10.2	0.0	5.5	0.0
Detroit	10,645	71.0	24.3	1.1	3.6	0.0
King-Snohomish	8,279	60.8	39.2	0.0	0.0	0.0
Mississippi	22,153	85.0	6.3	5.5	1.6	1.6
TOTAL TIER I	109,825	78.4	12.0	1.3	7.1	1.2
Alachua County	899	86.2	7.4	2.6	3.8	0.0
Albuquerque	1,186	90.4	0.0	0.0	3.1	6.5
Berkeley	2,079	49.4	20.0	25.4	5.2	0.0
Dayton	300	100.0	0.0	0.0	0.0	0.0
Hillsborough	585	91.1	2.9	0.0	6.0	0.0
Monterey	674	100.0	0.0	0.0	0.0	0.0
New York	1,718	70.4	0.0	0.0	0.0	29.6
Philadelphia	960	80.0	0.0	0.0	20.0	0.0
Steuben County	509	64.3	0.0	0.0	35.7	0.0
Syracuse	2,328	50.9	19.1	11.0	11.9	7.1
TOTAL TIER II	11,238	70.0	8.4	7.1	7.6	6.9
TOTAL DEMONSTRATION	121,063	77.6	11.6	1.8	7.1	1.9

SOURCE: Combined Operating Reports

NOTES: Total funds equal the total of all funds drawn down or dedicated to the Entitlement project. Berkeley totals are for inception through July 31, 1979.

either better able to integrate Entitlement with other program funds or were forced to do so by a limit initially placed on Entitlement funding.

The variation in funding sources among the sites reflects basic variations in the program structure. In Steuben, for example, heavy emphasis was placed on worksite supervision. Therefore, a high percentage of Title VI (other CETA) funds were made available for program purposes, since worksite supervisors were hired under that Title. The Syracuse program, by comparison, is based upon the integration of youth services within the full CETA system. The result is that administrative funds are cost-allocated among a large number of fund sources.

Another approach, employed by New York City, is to use local tax dollars to fund personnel involved in the management of Entitlement. Therefore, New York's data indicate a large percentage of "other" funds. Boston's program, because of a local decision to restrict the use of summer youth funds in Entitlement, provides the least SYEP funding of any Tier I site. However, Boston funds portions of its administrative and worksite supervision staff through "other CETA" monies.

Although matching funds comprised more than 22 percent of the funds expended, that proportion would likely be smaller in the future unless a specific percentage is legislatively mandated. During the program, CETA matching funds declined with reductions in PSE funding. Moreover, if Entitlement became an ongoing program, other funds now allocated to youth programs would probably be reduced. In the next section, the current proportion of matching funds is used to calculate the annual cost of the program in Entitlement dollars. However, for the cost measures used below to project program costs for fiscal year 1981, a 20 percent level of matching funds is assumed.

Unit Costing

Unit costing is a procedure that combines all program costs into a single figure for a specified time period (for example, per hour or week worked). Unit cost measures have several analytical uses. First, since costs are measured for a standard unit of time, comparisons across sites and among other employment programs are facilitated. Second, since the assumptions used in calculating these costs are explicitly spelled out, the sensitivity of the figures to changes in assumptions can be readily determined. Third, these costs can be used to estimate an annual cost per youth for the program, which can in turn be used to forecast program costs in future years.

The building block for the several unit cost measures presented below is the average cost per hour worked by an Entitlement youth. This figure is obtained by dividing the total costs incurred at each site by the total hours worked, and it is calculated separately for the part-time and full-time periods. The separation of school year and summer periods is necessitated by the large increase in hours worked in the summer. Since many of the costs included under program management costs do not change with youths' hours worked, costs per hour worked are generally lower during the summer.

A second unit cost measure presented below is the average weekly cost, which is computed as the product of cost per hour worked and the average number of hours worked per week in each site. This measure is also calculated separately for the school year and the summer. Average weekly cost per youth is used to calculate a third cost measure, the average full-year cost. This is the cost of employing a youth in the

Entitlement program, assuming that the youth works for a full year at the average weekly cost for the school year and summer periods. Average full-year cost is calculated for each site as well as for the entire program.

Table 2-5 presents costs per hour worked, by site, for the periods from program inception through December 1978, from January 1979 through August 1979, and from inception through August 1979. Comparison of costs between the first two periods reveals that costs have increased by only about 6 percent, from $4.63 to $4.91 per hour worked, as the program matures. The last set of figures in the table summarizes costs over the life of the program.

Although total cost per hour worked increased slightly between 1978 and 1979, costs during the school year were approximately the same in the two periods. Costs, however, were about 10 percent higher in summer 1979 than in summer 1978. These differences reflect a number of factors. The minimum wage, which was paid to almost all youths increased from $2.65 to $2.90 per hour on January 1, 1979. However, because of program start-up, average paid enrollments during spring 1978 were much lower than later in the program (see Chart B). Costs per hour during the part-time school year period therefore tend to be lower in 1979, since the many fixed costs of program management are spread over a larger number of working youths. This offsets the increase that would have been expected as a result of the increase in the minimum wage.

By the summer of 1978, the program had reached its maximum size (about 30,000 enrolled; 24,000 working), which did not change substantially in subsequent months. Thus, a comparison of the 1978 and 1979 summer hourly costs is not confounded by significant differences in

TABLE 2-5

COST PER HOUR WORKED FOR YOUTHS PARTICIPATING IN THE ENTITLEMENT DEMONSTRATION
BY SITE AND TIME PERIOD

Site	Inception to December 1978			January 1979 Through August 31, 1979			Inception Through August 31, 1979		
	Total	Part-Time Weeks	Full-Time Weeks	Total	Part-Time Weeks	Full-Time Weeks	Total	Part-Time Weeks	Full-Time Weeks
Baltimore	4.28	4.66	3.32	4.71	4.84	4.32	4.48	4.75	3.75
Boston	5.20	6.03	4.24	4.83	5.26	4.20	4.99	5.57	4.22
Cincinnati	4.90	6.91	3.23	6.67	8.09	3.94	5.87	7.66	3.54
Denver	5.08	6.17	3.83	5.08	5.71	3.82	5.08	5.95	3.83
Detroit	4.29	6.31	3.31	4.74	6.22	4.22	4.55	6.25	3.69
King-Snohomish	5.27	7.91	4.29	4.76	5.29	4.14	5.00	6.12	4.23
Mississippi	4.13	4.34	3.82	4.14	4.31	3.86	4.14	4.32	3.84
TOTAL TIER I	4.59	5.29	3.72	4.90	5.33	4.10	4.75	5.31	3.89
Alachua County	4.10	5.04	2.96	4.55	6.58	4.03	4.30	5.81	3.34
Albuquerque	3.96	4.43	3.46	4.07	4.08	4.03	4.05	4.23	3.70
Berkeley	4.78	6.33	3.35	5.10	5.34	4.24	4.92	5.76	3.59
Dayton	7.70	11.23	4.78	7.39	8.20	5.85	7.54	9.42	5.19
Hillsborough	5.18	5.99	4.28	5.87	6.70	4.70	5.52	6.36	4.47
Monterey	5.21	5.92	4.24	5.40	5.79	4.80	5.31	5.85	4.52
New York	5.49	12.62	3.59	4.49	5.49	3.71	4.85	7.40	3.67
Philadelphia	6.17	7.90	4.17	5.63	6.45	4.38	5.91	7.15	4.27
Steuben County	8.80	10.17	6.26	5.81	6.85	4.59	7.02	8.34	5.16
Syracuse	4.67	5.69	3.70	4.91	5.49	4.29	4.77	5.60	3.98
TOTAL TIER II	4.99	6.53	3.67	5.04	5.61	4.11	5.03	6.02	3.90
TOTAL DEMONSTRATION	4.63	5.39	3.72	[illegible]	5.35	4.11	4.78	5.37	3.89

SOURCE: Site Combined Operating Reports.

NOTES: The minimum wage was uniformly paid to youths in all sites except for Hillsborough (1978 and 1979) and Syracuse (1978). Berkeley data are through July 31, 1979.

program size. It is not surprising, therefore, to find costs increasing by 10 percent, since the minimum wage rose by 9.4 percent and inflation, which affects the other program costs, was also close to 10 percent during that period.

The figures in Table 2-5 also reveal a wide variation among sites in cost per hour worked. Since the cost figures reflect mainly differences in program management costs, this variation can be explained in part by economies of scale. Costs in the Tier I sites, for example, average 5 percent lower than in Tier II sites. Moreover, the difference is about 13 percent during the school year, but negligible during the summer. This difference between periods is due to program management and service costs, which are largely fixed and thus a smaller share of total costs during the summer, when participants' wages and fringes increase substantially. The effect of scale economies should understandably be more noticeable during the school-year period.

There is also some evidence of scale effects within the tiers. In each tier the largest sites (Baltimore, Mississippi, Detroit and Boston in Tier I; Syracuse, New York and Albuquerque in Tier II) have the lowest costs per hour worked.

The average weekly cost and estimated full year cost per Entitlement participant, by site, are presented in Table 2-6. The weekly costs are calculated separately for the part-time and full-time periods. The average weekly cost, as noted above, is obtained by multiplying the cost per hour worked by the average hours worked per week for each period, with the resulting figures therefore reflecting differences among the sites. One observable difference between these figures and the

TABLE 2-6

AVERAGE COSTS IN THE ENTITLEMENT DEMONSTRATION BY SITE AND TIME PERIOD

Site	Startup Through August 1979		Estimated Full-Year Cost Per Participant[a]	
	Average Weekly Cost Per Participant: Part-Time Period	Average Weekly Cost Per Participant: Full-Time Period	Total Funds	YIEPP Funds
Baltimore	$ 66.97	$101.15	$3,901	$2,883
Boston	99.31	146.30	5,469	4,556
Cincinnati	110.53	107.65	5,873	4,945
Denver	102.34	122.56	5,402	4,553
Detroit	100.37	112.17	5,440	3,862
King-Snohomish	97.92	138.53	5,353	3,255
Mississippi	70.20	121.53	4,065	3,455
TOTAL TIER I	85.17	119.11	4,757	3,729
Alachua County	96.27	110.58	5,533	4,769
Albuquerque	57.52	104.71	3,415	3,087
Berkeley	89.91	107.84	4,887	2,414
Dayton	141.48	164.15	7,491	5,813
Hillsborough	109.13	155.42	6,207	5,655
Monterey	100.44	125.52	5,458	5,458
New York	70.44	112.85	4,094	2,882
Philadelphia	102.74	116.78	5,307	4,246
Steuben County	120.34	178.02	6,238	4,011
Syracuse	64.45	110.36	3,766	1,917
TOTAL TIER II	85.78	117.50	4,678	3,275
TOTAL DEMONSTRATION	85.22	118.95	4,749	3,685

SOURCE: Tabulations of status data in the Entitlement Demonstration Information System and Site Combined Operating Reports.

NOTES: Weekly figures reflect variations in average hours worked per week and the unit cost of these hours.

[a] Full-Year cost is calculated for FY79, and is an estimated figure obtained by assuming: 13 weeks at the 1978 part-time hourly cost; 31 weeks at the 1979 part-time hourly cost; and 8 weeks at the 1979 full-time hourly cost.

cost per hour figures is between the tiers. The cost per hour in Tier II for the part-time period was substantially higher than in Tier I ($5.03 in Tier II vs. $4.75 in Tier I, see Table 2-5); however, the average weekly costs are almost identical. In this case, the greater number of hours worked per youth in the Tier I sites offsets the lower hourly cost.

The full year cost was estimated for fiscal year 1979 to provide a basis for comparing the cost of employing an Entitlement youth at each site for a full 52 week year. The figures were obtained using the average weekly costs at each site, and assuming that the youth worked for 13 weeks (from October 1 to December 31) at the 1978 part-time average weekly costs; 31 weeks at the 1979 part-time average weekly costs, and eight weeks in the summer at the 1979 full-time average weekly cost.[1] This procedure allows the comparison of costs across sites for employing youths for a fixed 52 week year, even though the actual weeks worked varied across sites. Since weeks worked is a parameter that can be varied by national policy, there is an advantage to comparing site costs using a fixed number of weeks. Moreover, it is easy to calculate the full-year cost of the program for a different definition of full-year, if a specific amount of school year and summer weeks of work were to be stipulated. This is especially useful in estimating the costs of the program in the future, should it be extended. Also in this regard, the table presents the estimate in Entitlement funds as well as total cost, using the 22 percent level of matching funds that has prevailed thus far. The full-year cost of the program averaged \$4,749 per youth. However, there is substantial variation in this figure across sites, which ranges from \$3,415 in Albuquerque to \$7,491 in Dayton. The pattern of variation in full-year cost among the sites reflects differences in hourly costs and hours worked per week.

---

[1] The average weekly costs were calculated separately for 1978 and 1979 in each period, although only the costs for the length of the demonstration are shown in Table 2-6.

One of the uses of unit cost measures is for comparison with other employment programs. Another advantage is that variations in weeks worked across sites are held constant. However, it is also useful to have a cost measure which relects the actual experience of the program. It was noted above that many youths are not enrolled in the program for a full year, and that some who are enrolled do not work for the entire period of their enrollment (while in pending or on hold status).[1] Moreover, even while employed, youths do not always work the full number of hours each pay period to which they are entitled. The result is that the actual cost of employing an average or typical youth during a 12-month period will be substantially less than the full-year unit cost for that period.

In order to account for this difference, the average annual cost per youth was calculated. This figure is obtained by dividing total program expenditures by the number of youths who participated in the program over a 12-month period. By using aggregate cost and enrollment figures, this measure in effect averages the experiences of all the youths who participated during that year. The average annual cost was $1,631 per youth ($1,266 in Entitlement funds) for the 12-month period from September 1, 1978 through August 31, 1979, a period as close to the fiscal year as is possible with available data.[1] This method may be particularly useful in projecting future program cost if the year used in the calculations is representative of what a typical year of program experience will be (i.e., with average levels of turnover, time on hold, etc.).

---

[1] See Chapter 3 for additional details.

The full-year cost and average annual cost per youth in Entitlement are compared in Table 2-7 with similar costs for two other programs funded through YEDPA: the Youth Employment and Training Program (YETP) and the Youth Community Conservation and Improvements Projects (YCCIP). It should be understood that the estimates for all the programs are tentative since they are based on preliminary data which do not reflect the costs and levels of participation for the entire demonstration. Further, the goals of the programs and the services they provide are also different. Having made these qualifications, it is interesting to observe that on both the full-year and average annual cost bases, Entitlement and YETP have approximately equal costs, and YCCIP is substantially more expensive. Although Entitlement and YCCIP are not directly comparable in terms of population and employment opportunities, both programs stemmed from the same legislation.

Cost Projections for Fiscal Year 1981

This section presents cost projections for Entitlement in fiscal

---

[1] Total costs of program operations were $88.1 million for the period; 53,972 youths were enrolled.

TABLE 2-7

FY79 COST COMPARISONS OF PROGRAMS ENACTED BY THE YOUTH EMPLOYMENT AND DEMONSTRATION PROJECTS ACT

Program	Estimated Full-Year Cost Per Youth	Estimated Average Annual Cost Per Youth
Youth Employment and Training Program	$4,800	$1,600
Youth Community Conservation and Improvement Projects	$8,400	$2,200
Youth Incentive Entitlement Pilot Project	$4,749	$1,631

SOURCE: Office of Youth Programs, U.S. Department of Labor for the YETP and YCCIP figures and MDRC Combined Operating Reports/Entitlement Information System for the YIEPP figures.

NOTES: Data are preliminary estimates and subject to change. The cost basis and method of calculation of the full-year cost for youth used for YETP and YCCIP differ somewhat from the method used for the Entitlement estimates.

year 1981 for several possible program sizes. These estimates can be used by policy makers to evaluate the program should its continuation or expansion be considered. Four sizes of program are considered, including the current Entitlement demonstration and three levels of expansion of the program.

The fiscal year 1981 cost projections are calculated by multiplying an estimate of the average annual cost per youth by an estimate of the number of youths participating. The average annual cost is based on the fiscal year 1979 figure presented above ($1,631 per youth), adjusted for changes in the minimum wage, inflation and start-up costs for new sites. The estimates for participating youths for the variations are based either on current program participation levels or on estimates of the eligible youth population multiplied by the estimated program participation rate.[1] In all cases the costs are adjusted for an assumed matching funds level of 20 percent, which is an arbitrary but reasonable standard based on program experience. The estimates presented in Table 2-8 thus refer to new Entitlement dollars.

Cost projections for fiscal year 1981 are presented in the table for four variations in geographic scope. While obviously the alternatives represent only a sample of variations that could be conceived on some rational basis, they do provide good examples of the cost implications of Entitlement under its existing configuration and some

---

[1] Estimates of the eligible populations were supplied by the Department of Labor, and are based on the 1978 Current Population Survey, U.S. Bureau of the Census. The program participation rate was estimated by Abt Associates to be 40.1 percent. Details of the calculations are contained in Appendix B.

TABLE 2-8

ANNUAL COST ESTIMATES OF ENTITLEMENT DEMONSTRATION ALTERNATIVES FOR FY81

	Income Eligibility			
	OMB Poverty Level		70% BLS Lower Living Std	
Demonstration Alternatives	Annual Cost ($000)	Estimated # Participants	Annual Cost ($000)	Estimated # Participants
1. Continue Current Sites	$85.2	53,972	$109.5	69,370
2. Current Sites Plus 20 Additional Sites	$206.3	128,472	$265.2	165,125
3. Expansion to All Designated Poverty Areas	$488.8	302,299	$628.3	388,545
4. Expansion to All Eligible Youths	$1,173.0	723,203	$1,507.7	929,533

NOTES: Formulas used to calculate estimated annual costs are as follows:

Option 1 $= (1 + M\% - F\%) \times (N_c C_c)$

Option 2 $= (1 + M\% - F\%) \times (N_c C_c + N_n C_n)$

Options 3 & 4 $= (1 + M\% - F\%) \times (C_n \times (ER - N_c) + N_c C_c)$

Where: $M\%$ = Cost % for Central Program Monitoring
$F\%$ = Local Match Funding Percentage

N_c = Estimated Number of Participants (continuing sites)
N_n = Estimated Number of Participants (new sites)
C_c = FY81 Cost Per Participant (continuing sites)
C_n = FY81 Cost Per Participant (new sites)

E = Size of Eligible Population
R = Estimated Participation Rate

some logical variations. The basic rationale for each of the four variations selected is as follows:

1. Continuation of Entitlement at the current 17 sites. This would allow the existing sites to maintain and further build on the considerable experience which they have already developed in running the program without the necessity for a national commitment of large additional resources. It would also considerably enhance the research yield from the Entitlement demonstration.

2. Continuation plus selected expansion to 20 additional sites: (A Tier I and a Tier II site in each Department of Labor region, each assumed to be similar in size to existing sites.) This would allow for a staged expansion of Entitlement with geographical diversity at a relatively modest cost. It is probably in keeping with the potential of regional DOL offices to identify local sites which have demonstrated competency for mounting the program, with its requirements for close cooperation between the prime sponsor and local education agencies.

3. Expansion to all designated poverty areas. This would allow a targeting of Entitlement to areas where needy youths are concentrated. It would considerably increase costs and might have large drawbacks in terms of the capacity of the local prime sponsor and education agencies to undertake the program.

4. Expansion to all eligible youths. This variation, which would be mounted at a much higher cost, would be in keeping with the national commitment towards a full employment policy as expressed in the Humphrey-Hawkins legislation.

For each variation, two different cost estimates are developed, based on eligible youth populations defined by using both the Office of Management and Budget's poverty standard and 70 percent of the Bureau of Labor Statistics' lower living standard. The 1979 OMB standard sets a maximum income of $6,700 for a nonfarm family of four, whereas the BLS standard is $8,330 for the same family. Estimates suggest that the population of eligible youths nation-wide is increased by about 28.5 percent using the higher BLS income limit.[1] The population and cost estimates in the last column of Table 2-8 have been adjusted upward accordingly. It should be noted, however, that this adjustment is based on the national income distribution. Therefore applying the 28.5 percent figure to the eligible populations of alternatives (2) and (3) is subject to possible bias. However, any differences arising from this problem will be small, and have a minimal impact on the projections.

The costs of continuing Entitlement in fiscal year 1981 range from about $85 million for the original 17 sites and retention of the OMB poverty definition, to $1.5 billion for all eligible youths residing in households with incomes below 70 percent of the BLS lower living standard. The figures clearly indicate that costs rise sharply for the two larger alternatives.

These cost projections, however, should be approached cautiously since they are based on the past experiences of the program (e.g., program participation rates and costs), which may not be realized in the future. Participation rates, for example, depend on the way the program is marketed and the alternatives available to the youth. If a more permanent program were to be established, it might register a higher participation rate as its features became known. On the other hand, if other youth employment programs were also continued or expanded, and served as an alternative for eligible youth, their attractiveness might reduce Entitlement participation.

---

[1] The population estimates were prepared by the Department of Labor. See Appendix B for further details.

Costs might also vary considerably if the program were expanded, since new prime sponsors and subcontractors would be providing program services. One of the lessons of the current demonstration is that Entitlement is a complex and operationally difficult program. New prime sponsors might need technical assistance, and if there were operating problems in some communities, there would probably be increased operating costs. Moreover, the cost data available thus far are only a partial picture of the cost of running Entitlement since the program is still in progress. More accurate estimates of program costs will be available after the research on the program is completed, and they will provide a more sound basis for projecting future program costs.

Summary

- The program has established a pattern of steady growth in participation rates and costs from inception to summer 1978, when participation reached about 30,000 youths.
- Program size and costs are closely related since the wages and fringes of participants are the major costs of the program.
- From summer 1978 through summer 1979, enrollments and terminations were about equal, so program size remained approximately the same.

- There were consistent variations in program size which were apparently due to the effects of holidays, school examination periods, and the change-over from school year to summer employment.

- Of the $130 million spent in support of the Entitlement program to date, 95 percent has been expended for site operations. The balance was spent on program management and research.

- Sixty-three percent of all site expenditures are in the participant wages and fringes category. Tier I sites generally spend a greater percentage of funds in this area than Tier II sites.

- The larger sites spend a smaller percentage of funds on program management and services, in part reflecting economies of scale.

- More than 22 percent of the operating costs of the program were paid for with matching funds from other sources, primarily SPEDY and SYEP.

- The average cost of providing an Entitlement youth with one hour of employment is $4.78.

- The average weekly cost of the full-time work component is generally 39.5 percent more per youth than the school-year part-time component.

- The cost of employing a youth for a full year in Entitlement averages about $4,749, but the average annual cost for those youth who participated in the program was $1,631.

- The average annual cost per youth in Entitlement was compared to other youth programs and found to be about the same as YETP, but substantially less costly than YCCIP.

- The projected Entitlement expenditures for continuing the program in fiscal year 1981 was estimated as varying from $85 million for the current 17 sites, to $1.5 billion for a program that served all youths residing in households with incomes at or below 70 percent of the BLS lower living standard.

Chapter 3

ENTRY, EXIT AND PARTICIPATION

Introduction

A number of variables affect the participation levels discussed in Chapter 2, whether these levels are defined cumulatively or as a net on board figure for any particular point in time. How many eligibles there are, and if they choose to enroll -- a decision presumably governed by Entitlement's attractiveness relative to other options, including those in the labor market -- are perhaps the most fundamental factors. However, program decisions also play a part. The scope and intensity of outreach, and the enforcement of eligibility and termination policies can and do affect how many youths are active in the program at any one time. In addition, program administration and program content influence the attractiveness of Entitlement relative to other opportunities, as well as which youths among the eligibles enroll and remain.

This chapter examines participation, enrollments and terminations, the related factors that influence the size of the program, and the characteristics of those who enroll, remain and leave.

Rates of Participation

An important issue for the Entitlement demonstration is the rate of participation of the eligible population. How many eligibles will come forward when offered the school-conditioned job guarantee? This issue is not only important for establishing whether or not the program is attractive to eligibles, at least in its basic offer, but is also critically important to the question of cost as discussed in Chapter 2. If Entitlement is continued or expanded, it is important to learn in the demonstration phase approximately how many youths might enroll. Moreover, it is of interest to learn the characteristics of those who do enroll versus those who do not. Does Entitlement attract all segments of the eligible population equally, or are there particular groups within this population who enroll at higher rates? If so, why does this occur?

The question of participation rates is being addressed by Abt Associates as part of the impact analysis. In this analysis, (based on methodology discussed in Chapter 1, page. 17),four Entitlement sites and four control ones were chosen to study program participation and impact through information collected on the school and work experience of these youths. Attention here is restricted to the pilot sites. It should be cautioned that these results are preliminary. One of the results of the second wave of interviews, available in late spring 1980, will be a more refined estimate of participation rates.

The estimate of participation rates at the four sites, through December 1978 is presented below.[1] The sample size is 3,685, the

Survey Site	Number in Sample	Percent of Sample Enrolled in Entitlement Through 12/78
Baltimore	1,188	50.4
Cincinnati	1,011	34.3
Denver	846	36.2
Mississippi	640	35.8
All Sites	3,685	40.1

---

[1] George Farkas, Christine Bottom, Ernst W. Stromsdorfer, "Program Participation During the First Eleven Months: A Preliminary Report From the Entitlement Demonstration," unpublished report, September 19, 1979, p.15.

survey eligibles in the four pilot sites (the full baseline sample contains 7,533 youths).

As the data show, the participation rate was fairly high in these sites: 40.1 percent of the surveyed eligibles enrolled in Entitlement, with Baltimore's estimate indicating that the project had enrolled half of those eligible in the spring of 1978 by the end of the year.[1]

This suggests that Entitlement, at least in its basic design features, attracts a large proportion of the eligibles to the point of enrollment, and that prime sponsors were able to communicate the program's availability quite successfully. The sharp difference between the participation rate shown in the Baltimore project and those of the other sites however, indicates the influence of factors beyond the basic attractiveness of the program's features in determining enrollment levels. This mix of factors, that varies in combination from site to site, includes: the number of eligibles in each of the Entitlement areas, the intensity and priority of project recruitment efforts, and the choice of eligibles to participate, which is in turn affected by the attractiveness of the projects relative to other local opportunities, especially those in the labor market.

Baltimore is a notable example of a number of these factors coming together to obtain high participation rates. First, there is a high level of teenage unemployment in the city, estimated to have been 22.8

---

[1] Bear in mind that the survey sample consists of those eligible in the spring and early summer of 1978 and not those who may have become eligible later.

percent in 1977-78.[1] Second, the Baltimore prime sponsor has from the start placed a premium on enrolling a large number of youths into the projects. It has, for example, used an innovative recruitment method which allows agencies utilized in previous year as summer youth program worksites to identify, recruit and enroll youths into Entitlement. A fairly large network of community-based agencies are also involved under the umbrellas of the city's Urban Services Departments, as well as two other large public agencies, the Departments of Recreation and Housing. In addition, Entitlement has from the start been given priority by the prime sponsor as part of the city administration's larger strategy to upgrade the quality of life in the city of Baltimore.

At the three other pilot sites, a variety of factors constrained the ability of the projects to reach higher participation levels. Denver, in contrast to Baltimore, has a vigorous local economy, with teenage unemployment for 1977-78 estimated at a relatively low 13.5 percent. From the start, moreover, there were operational problems, including staff turnover and payroll problems, that hampered recruitment efforts and may have made the project unattractive to potential enrollees. Also, in contrast to Baltimore, where the project was largely controlled and centrally managed by the prime sponsor, the Denver project relied on four subcontractors to implement the project. Strains between the prime sponsor and three of the subcontractors affected the ability of the project to recruit, enroll, and place at work as many youths as originally expected.

---

[1] U.S. Department of Labor, Bureau of Labor Statistics, Geographic Profile of Employment and Unemployment: States, 1978, Metropolitan Areas, 1977-78, September 1979. These estimates have a high error range of about four percentage points on either side of the estimate.

In Cincinnati, where youth unemployment is relatively high at 21.4 percent for 1977-78, the prime sponsor also faced a number of problems, some related to Entitlement, some not, to which staff attention was diverted during the first year of the program. The project only turned its attention to intensify generally passive recruitment efforts in the spring of 1979. A number of these Entitlement problems, as in Denver, involved the coordination of major subcontractors. In addition, Cincinnati schools tended to give the recruitment of in-school youths, and Entitlement generally, low priority.

In Mississippi, where a higher participation rate might be expected, given the larger proportion of unemployed eligibles relative to the three other pilot sites,[1] the Employment Service, the agency responsible for recruitment, has not been very aggressive in recruiting eligibles. The assignment of two staff members per county to Entitlement, no matter what their size, has meant that some of the larger counties may have been under-recruited.

Though estimates of participation rates are not available for other sites, there is evidence to suggest similar, if varying, patterns of exogenous and internal factors combining to influence enrollments. For example, the King-Snohomish project, while well run, has had fewer enrollments than anticipated. This is generally attributed to the booming Seattle economy; the 1978 unemployment rate for 16-19 year-olds in the Seattle-Everett SMSA was estimated to be 11.5 percent. In addition, the preference for other programs, especially the Youth Employment and Training Program (YETP), among some staff of the consortium's participating agents meant eligibles were diverted away from enrollment in Entitlement to these other programs. The youths themselves were said by members of the consortium staff to prefer YETP because of the available classroom stipends or other perceived advantages over Entitlement.

---

[1] During the fall of 1977, only 10.8 percent of the eligibles in the Mississippi baseline sample worked, compared to 44.4 percent in Denver, 30.3 percent in Cincinnati and 21.3 percent in Baltimore. Barclay, et al., School and Work Among Youths from Low-Income Households, MDRC, 1979, Table 5.12, p.75.

In Denver too, eligible youths had the choice of enrolling in YETP, assuming slots were available, or in Entitlement, though Entitlement enrollment was not discouraged in the same way. In Baltimore, Boston, Cincinnati, Detroit, and Mississippi, however, eligibles interested in CETA were restricted to Entitlement. Obviously, the use of this discretion is a factor influencing enrollment levels.

In Detroit, during the first eight months of the program, recruitment efforts by the managing agent, the Detroit Public Schools, produced what, in the eyes of the prime sponsor, were unsatisfactory results in the form of lower-than-expected enrollment levels. This and other problems led the prime sponsor and the schools to a mutual agreement to transfer management responsibility back to the prime sponsor effective in January 1979. More aggressive recruitment efforts since that time have resulted in a quickening of the pace of enrollments.

Recruitment in Boston, the remaining Tier I project, seems to have proceeded well from the start. However, during the first year of the project, as discussed in Chapter 4, it faced some serious difficulties in placing the large numbers of enrolled youths at work. There are reports by staff and other observers that this has had a negative effect on the project's reputation among potential enrollees and discouraged at least some from participation.

In Tier II, where the projects are roughly a tenth the size of those in Tier I, similar variables have affected enrollment levels. Several of the projects, most notably Dayton, have been concerned about enrollment levels which were far lower than expected. In Dayton, the project apparently estimated a much larger eligible population than existed, as also happened in Philadelphia. Despite intensive door-to-door recruitment efforts, neither one has been able to appreciably increase enrollment levels. The Alachua project apparently made itself known to in- and out-of-school youths, but the latter are, according to staff, reluctant to participate because no alternative educational programs are available; youths would have to return to regular high school.

In examining recruitment across the various projects, some broad patterns are observable. As shown by Chart 2-A in Chapter 2, the build-up in enrollments was dramatic in the early part of the demonstration, when most prime sponsors pushed recruitment to meet both local and national expectations of projected size, as well as to demonstrate an effective response to the problems of youth employment to local and national policy and opinion makers. In the year from September 1978 through August 1979, enrollments have tapered off, and with few exceptions, have stabilized across the projects. One reason for this may be the ongoing "saturation" of the eligible population as the program grows older, as suggested by the preliminary participation rate estimates. A second reason, however, appears to be the general routinization and de-emphasis of recruitment efforts as the demonstration matures.

As reported last April, most projects began with intensive recruitment campaigns announcing the availability of Entitlement to those eligible. Special announcements on radio and television, the distribution and posting of flyers, announcements in the schools, all served to attract large numbers early. As time has passed, however, these efforts have generally diminished. There is a belief among the staffs of most programs that, after a year or so of operation, they have established a visible presence, at least among in-school youths, and that word-of-mouth is an effective means of informing potential participants of the program's existence. To a large degree, this is true. In each Tier I project and in most Tier IIs, special full-time Entitlement counselors have been stationed in the public schools or assigned to visit them frequently, with responsibility for program recruitment.[1] This utilization of the schools for recruitment, and the importance of word-of-mouth, are borne out in Table 3-1. When youths were asked at enrollment how they learned about the Entitlement project, 60 percent identified schools as the recruitment source. Friends were identified by 18 percent, or about 10,620 youths, as a source of referral, far out-weighing the media in informing potential participants about Entitlement.

---

[1] Among the Tier I projects, Baltimore, Boston and Mississippi utilized full-time, school-based counselors for referral purposes; in Detroit and Cincinnati, each public school has an intake unit doing enrollment; in Denver roving recruitment teams visited the schools several times a week; in King-Snohomish, the Seattle and City of Everett public schools are each a major program agent for the project. Everett maintains active recruitment offices in schools; in Seattle, roving teams regularly visit the schools for recruitment purposes.

TABLE 3-1

RECRUITMENT SOURCE OF YOUTHS ENROLLED IN THE ENTITLEMENT DEMONSTRATION THROUGH AUGUST 1979, BY EDUCATIONAL STATUS IN THE SEMESTER PRIOR TO ENROLLMENT

Prior Educational Status	Number of Youths Enrolled	Percentage Distribution by Recruitment Source[b]						
		School	Friends/ Relatives	Community Organization	Government Manpower Agencies[c]	Newspaper, Radio,TV	Other	Total
TIER I								
In School[a]	47,759	64.4	15.8	9.5	3.0	2.0	5.3	100.0
Out of School	5,275	18.3	38.7	15.7	5.6	9.4	12.3	100.0
Total	53,034	59.8	18.1	10.1	3.3	2.7	6.0	100.0
TIER II								
In School	5,456	68.4	17.3	5.3	2.0	1.1	5.9	100.0
Out of School	238	36.9	25.8	9.4	5.6	6.4	15.9	100.0
Total	5,694	67.1	17.7	5.4	2.1	1.4	6.3	100.0
TOTAL DEMONSTRATION								
In School	53,215	64.8	16.0	9.1	2.9	1.9	5.3	100.0
Out of School	5,513	19.1	38.1	15.4	5.6	9.3	12.5	100.0
Total	58,728	60.5	18.1	9.6	3.2	2.6	6.0	100.0

SOURCE: Tabulations of Enrollment Forms in the Youth Entitlement Demonstration Information System.

NOTES: The data cover all enrollments in the 17 sites of the Youth Entitlement Demonstration during the period from February 1978 through August 1979, whose Enrollment Forms indicated their educational status in the semester prior to enrollment. This accounts for approximately 99% of all enrollments in the Demonstration.

Percentage distributions may not add exactly to 100.0 because of rounding.

[a] "In School" includes youths who were either in a high school degree program or an equivalency degree program in the semester prior to enrollment.

[b] "Percentage Distribution" is based on those youths whose Enrollment Forms indicated a recruitment source. This accounts for approximately 99% of all enrollments in the Demonstration.

[c] Includes the Prime Sponsor agencies, Employment Security, and other manpower agencies.

The stability which exists now in monthly enrollments may reflect a tendency among prime sponsors to control participation levels once an operational equilibrium in program size is reached. This equilibrium can be maintained to a degree by operational program factors such as the level of intensity of the recruitment drives and their frequency and, at the other end, the degree of diligence exercised in enforcing the eligibility and performance standards, and in terminating those youths who no longer meet them. As with all organizations with relatively fixed resources, prime sponsors desire to rationalize operations into predictable patterns. In terms of Entitlement, this means avoiding large, sudden and unpredicted jumps in enrollments that would disrupt project operations or, at the other end, sharp, sudden increases in terminations that would reduce the number of participants and bring about cuts in staff or other management categories through the enforcement of required participant/management cost ratios.

The problem that arises for Entitlement from this natural tendency to stabilize is that it may result in eligible and potentially interested youths remaining ignorant of the program. In addition, the guarantee of a job implies that Entitlement be made known to all those eligible, a group that is, after all, constantly fluctuating with entering and departing youths. Furthermore, it may result in the continuation of participants who become ineligible under Entitlement's tightly defined age, income and residence standards, and its job and school performance and attendance standards.

Some other general observations from the demonstration experience are in order. Because enrollment levels are influenced by a number of factors, they are hard to estimate and predict. The interim report of April 1979 noted that the original prime sponsor projections were, at best, good guesses. The 1970 census data on which almost all the projections were based were outdated. Moreover, no one could be expected to predict accurately how many of the eligibles would enroll or why. This "take-up" rate was one that the demonstration was intended to answer. For the purposes of planning and budgeting, however, estimates had to be made, and when made, there was a tendency for prime sponsors to aim high, since none wanted to get caught short by an unexpectedly large demand for Entitlement jobs. The result was that the enrollment levels at all the projects fell short of their projections.

When this projection exercise was repeated for budget extensions covering the period January 1, 1979 through August 1980, a better job was done in projecting monthly levels of paid participants' figures based on the previous nine months of experience. Thus, in August 1979, Tier I sites were collectively at about 85 percent of projection and Tier II sites were 80 percent of projection.

While the findings from the impact analysis should provide a better estimate of the take-up rate, the findings above suggest that projecting enrollment and net on board figures will always be difficult in an Entitlement program in light of the complicated array of variables that can affect these figures during actual program operation. As a result, there will always be the pressure to project high to protect against an unexpected demand.

A second observation is that, as one might expect, the labor market can play a significant role in determining enrollment levels through a dual effect. It helps both to determine family income and welfare enrollment and therefore the number of eligibles, but it also provides alternative employment opportunities to Entitlement eligibles. Where the local labor market is tight, project enrollments will be lower; where it is slack, enrollment levels will be higher.

Third, given the limits of the eligible population and the effect of other competing interests, especially in the form of both unsubsidized and subsidized employment, enrollment levels in most cases are sensitive to the intensity of recruitment efforts. This is true especially at the Tier I sites, which cover large Entitlement areas. In almost all cases, when Tier I sites have pushed recruitment efforts, enrollments have increased. Thus, while large untapped pockets of eligibles may not remain in the Tier I sites, there is no question but that the ever-changing composition of the eligible pool, as youths come in and out of eligible status, means new eligibles to be recruited, and therefore the need for continuous recruitment efforts.

Finally, there is something to be said for the impact of general project performance on the interest of eligibles in enrolling. There is anecdotal evidence that a few of the projects that had early operational problems, such as Boston and Denver, developed poor reputations among youths for not being able to deliver jobs promptly or for their inability to meet payrolls. As noted in the last report, the dampening effect of such reputations on future enrollment levels cannot be precisely established. But given the significant role that friends and relatives play as a referral source, the effect of project reputation on enrollment may be significant.

Recruiting and Drop-Outs

In addition to the recruitment and enrollment of the general target population, the ability of prime sponsors to recruit and enroll out-of-school youths and the program's attractiveness to them are of special interest. These youths had left school at least once, and the Entitlement demonstration was designed, in part, to see whether they could be attracted back by the promise of a job. As revealed in Table 3-2, through August 1979, drop-outs, defined as those youths who were not in school at all in the semester prior to program enrollment,[1] comprised 9.9 percent of the cumulative enrollments in Tier I; 4.2 percent of enrollments in Tier II; and 9.4 percent of the enrollments in the demonstration as a whole. As one would expect, there is variety among the sites. For example, 14.4 percent of Baltimore's enrollments are drop-outs, in contrast to Mississippi's 5.3 percent. Moreover, Tier II sites show a broad range of participation by the drop-outs, with most Tier II projects falling on the lower end of the scale.

The preliminary methodology noted earlier for participation rates was also used to determine whether the distribution of enrollees by in- and out-of-school reflects different participation rates. The matching of survey and program data indicates that eligible drop-outs are less likely to enroll than eligible in-school youths.

---

[1] This definition, devised for the Entitlement Information System to obtain as unambiguous a category as possible and reduce confusion among intake staffs when filling out the enrollment forms, is a conservative one. Youths who were in school for a portion of the previous semester, but dropped out for a time, are not counted as drop-outs.

TABLE 3-2

EDUCATIONAL STATUS IN THE PRIOR SEMESTER OF YOUTHS ENROLLED IN THE ENTITLEMENT DEMONSTRATION THROUGH AUGUST 1979, BY SITE

Site	Total Youths Enrolled Through August, 1979	Percentage Distribution by Prior Status[a]		
		In School	Out of School	Total
TIER I				
Baltimore	13,397	85.6	14.4	100.0
Boston	8,881	92.5	7.5	100.0
Cincinnati	4,364	90.6	9.4	100.0
Denver	4,303	86.8	13.2	100.0
Detroit	8,150	90.9	9.1	100.0
King-Snohomish	4,527	89.4	10.6	100.0
Mississippi	9,745	94.7	5.3	100.0
TOTAL TIER I	53,367	90.1	9.9	100.0
TIER II				
Alachua County	330	99.4	0.6	100.0
Albuquerque	800	94.6	5.4	100.0
Berkeley	1,013	96.9	3.1	100.0
Dayton	71	95.8	4.2	100.0
Hillsborough	225	81.6	18.4	100.0
Monterey	283	90.8	9.2	100.0
New York	946	99.5	0.5	100.0
Philadelphia	368	98.9	1.1	100.0
Steuben County	264	78.8	21.2	100.0
Syracuse	1,488	98.0	2.0	100.0
TOTAL TIER II	5,788	95.8	4.2	100.0
TOTAL DEMONSTRATION	59,155	90.6	9.4	100.0

SOURCE: Tabulations of Enrollment Forms in the Youth Entitlement Demonstration Information System.

NOTES: The data cover all youths enrolled in the 17 sites of the Entitlement Demonstration during the period from February 1978 through August 1979.

Percentage distributions may not add exactly to 100.0 because of rounding.

[a] Percentage distributions are based on those youths whose Enrollment Forms specified their educational status in the semester prior to enrollment in the Demonstration.

School Enrollment, 1977-78[1]	Number in Sample	Percent of Sample Enrolled in Entitlement through 12/78
Not Enrolled in School at All		
Baltimore	188	17.6
Cincinnati	182	13.2
Denver	169	8.9
Mississippi	87	10.3
All Four Sites	626	12.9
Enrolled at Some Time		
Baltimore	983	57.4
Cincinnati	816	39.5
Denver	653	43.3
Mississippi	549	39.5
All Four Sites	3,001	46.2

Looking at differences in participation rates by site, one can see a higher rate of drop-out participation in Baltimore compared to other sites in keeping with that project's generally higher participation rate for all eligibles. Their extensive recruitment and enrollment network may help explain the higher rate in this city, along with the fact that there is a generally weak youth labor market.

Accounting precisely for differences in participation rates between in-school and out-of-school eligibles in the absence of second wave data, however, is difficult. As with the issue of general participation rates, the participation of drop-outs is governed by a complex set of exogenous and internal factors. The comparatively lower rates of enrollment by out-of school youths may be partly attributable to differences in the characteristics between in-school and out-of-school eligibles, and the barriers to out-of-school recruitment that these differences imply. Out-of-school eligibles in the baseline sample[1], who comprise about a third (33.6 percent) of the baseline eligibles, are older and have less schooling. They are more often likely to live alone. In-school youths are younger, more often black than white, have attained a higher school grade level, and are much more likely to be living with both parents than with one or alone.[2]

---

[1] Abt Associates, Program Participation During the First Eleven Months, p. 12; and additional data from merged data set.

Differences in age and school attainment between the two groups arise as a function of the eligibility requirements. The absence of a diploma is a condition of eligibility for the younger eligibles (ages 16 and 17) and the older ones (18 and 19) alike; 18 and 19 year-olds without a diploma, however, are far less likely to be in school than their younger counterparts. Their progress more often ends at the eighth or ninth grades. The black/white differences among the in-school youths and the drop-outs are a function of the higher employment rates for white youths. One would expect employment and school enrollment to be inversely related, and perhaps it is therefore to be expected that poor black youths will be relatively more attached to school than poor white youths.

The differences between in-school and drop-out eligibles hold up in a comparison of enrollees from these two groups through August 1979. This can be seen in Table 3-3 (although here the definition of out-of-school shifts back to out-of-school the semester prior to enrollment).

---

[1] For the Abt baseline analysis, the definition of out-of-school youths is those not enrolled at all during the 1977-78 school year.

[2] Barclay, et al., Schooling and Work Among Youths from Low-Income Households, MDRC, pp. 46-50.

TABLE 3-3

SELECTED CHARACTERISTICS OF YOUTHS AT THE TIME OF ENROLLMENT IN THE ENTITLEMENT DEMONSTRATION THROUGH AUGUST 1979, BY TIER AND EDUCATIONAL STATUS IN THE SEMESTER PRIOR TO ENROLLMENT

Characteristics At Time of Enrollment	Percent of Total Enrollees, by Prior Status					
	Tier I		Tier II		Total	
	In School[a]	Out of School	In School[a]	Out of School	In School[a]	Out of School
Age (%)						
16 years old	56.9	24.2	55.1	26.1	56.7	24.3
17 years old	27.7	26.4	28.5	28.3	27.7	26.5
18 years old	11.9	29.2	12.9	26.6	12.1	29.1
19 years old	3.5	20.1	3.5	19.0	3.5	20.0
Sex (%)						
Male	48.9	50.7	46.5	46.2	48.7	50.5
Female	51.1	49.3	53.5	53.8	51.3	49.5
Ethnicity (%)						
White (non-Hispanic)	17.2	18.6	17.2	52.3	17.2	20.0
Black (non-Hispanic)	74.5	70.1	64.2	20.3	73.4	68.0
Amer. Indian / Alaskan Native	0.6	1.4	0.6	1.3	0.6	1.4
Asian / Pacific Islander	1.9	0.4	1.5	0.4	1.9	0.4
Hispanic	5.8	9.5	16.5	25.7	6.9	10.2
Highest Grade Completed (%)						
0-7	1.9	10.3	0.8	3.0	1.8	10.0
8	9.4	19.5	6.8	16.9	9.2	19.4
9	30.1	30.4	29.5	28.3	30.1	30.3
10	35.3	26.6	38.2	33.7	35.5	26.9
11	23.3	13.2	24.7	18.1	23.4	13.4
Current Educational Status (%)						
In High School	94.5	30.2	95.1	36.6	94.6	30.5
In GED Program	5.4	67.1	4.8	54.9	5.3	66.5
(Special Waiver)	0.1	2.7	0.1	8.5	0.1	3.0
Total Youths	47,759	5,275	5,456	238	53,215	5,513

SOURCE: Tabulations of Enrollment Forms in the Youth Entitlement Demonstration Information System.

NOTES: The data cover all youths enrolled in the 17 sites of the Entitlement Demonstration during the period from February 1978 through August 1979 whose Enrollment Form specified their educational status in the semester prior to enrollment.

[a] "In School" includes youths who were either in a high school degree program or an equivalency degree program in the semester prior to enrollment.

The in-school enrollees are younger. Over half are 16 years old, while only a quarter of the out-of-school enrollees are this young. In-school youths are more often black -- 73.4 percent versus 68 percent of the out-of-school enrollees -- and they have a higher grade completion level; 58.9 percent have completed the 10th or 11th grades compared to 40.3 percent of the out-of-school enrollees.

The differences between in-school and out-of-school youths suggest that, relative to in-school youths, the older drop-outs are probably not as interested in the part-time work provided by Entitlement during the school year. Those living alone may especially be more interested in full-time employment, wages above the minimum wage, and jobs that are more likely to lead to permanent employment.

It is almost a tautological observation, but drop-outs are also not as likely to want to return to school as in-school youths are to remain in school. Presumably, many left school out of dissatisfaction and are simply unwilling to return. Also, because they are generally older but less schooled, they are less likely to want to attend classes with younger, more educationally accomplished in-school youths. For example, an 18 year-old who has finished the ninth grade will probably not be willing to return to his old high school to attend 10th grade classes with 15 and 16 year-olds. Hence, as discussed below, it is more likely these youths will enroll in educational alternatives when they are available as part of the Entitlement offer.

If, in fact, drop-outs are more interested in full-time employment, then the labor market, and the opportunities it presents, is likely to influence their participation rate to a greater degree than it does the rate of in-school youths. The relatively higher participation rate of drop-outs in Baltimore, therefore, may partly be attributable to a relatively weak labor market for this population; conversely, the comparatively low rate of participation by drop-outs in Denver may be due to a relatively strong labor market.

Using this criterion, one would expect the participation rate of drop-outs to be higher in Mississippi, with its relatively weaker labor market, than in Cincinnati, but it is not. It may be that program variables including the degree of outreach, may better explain the Cincinnati-Mississippi difference, although additional survey data will further inform this issue.

But program variables surely count. The drop-out proportion of enrollees in Detroit was 3.6 percent through August 1978, but that has increased to 9.1 percent through August of 1979. In this instance, the project has recovered from a number of early and somewhat serious operational crises, and has benefited from a variety of management changes. One of the most important ones was the hiring of Chrysler Institute, a private job training agency to handle the recruitment, orientation and job assignment of drop-out youths. Spurred in part by a desire for additional CETA business and in part, by a performance contract, Chrysler has been at least a more diligent recruiter of drop-outs than the schools, which formerly had responsibility for all recruitment; intensive campaigns advertise the project and spread the word.

Like Detroit, other Tier I sites, and several Tier II projects as well, paid greater attention to recruiting drop-outs after the start-up period. But the results were mixed. Though the proportion of cumulative drop-out enrollments in Tier I rose from 7.5 percent through August 1978 to 9.9 percent through August 1979, as Table 3-4 shows, with the exception of Detroit, the actual number of drop-outs entering the Tier I projects each month has not changed very dramatically. (There is some slight decline in Baltimore and Mississippi, and a more severe decline in Denver where the project ran into severe management problems in the spring.) Nonetheless, from the reports of staff and other observers, these additional efforts appear to have a positive effect on drop-out enrollment, if only to maintain a fairly steady stream of enrollments from this group. For example, Boston's Project YES contracted with a number of alternative education providers in the fall of 1978 to not only serve the out-of-school enrollees, but to recruit them as well. The project also contracted with other community agencies, and has used six program staff to do outreach from a mobile van.

On the other hand, the relatively low rate of drop-out participation in Mississippi may be due to a less than aggressive effort by the fairly conservative and traditional Employment Service that has responsibility for recruitment in the Mississippi project, although the effort has more recently been buttressed by community-based organizations. And in both Cincinnati and King-Snohomish, the doubts of staff responsible for out-of-school programs about Entitlement's opportunities for this population (its school requirement, wages and hours, and the lack of emphasis

TABLE 3-4

NUMBER OF DROPOUTS ENROLLED EACH MONTH IN THE TIER I SITES OF THE YOUTH ENTITLEMENT DEMONSTRATION THROUGH AUGUST 1979

Site	Total Dropouts Enrolled	Number Enrolled Each Month											
		Average Through 6/78	Average For 7-8/78	Average For 9-12/78	1/79	2/79	3/79	4/79	5/79	6/79	7/79	8/79
Baltimore	1,911	181	54	107	107	65	66	51	46	59	31	52
Boston	658	55	40	23	70	42	31	33	28	35	17	20
Cincinnati	410	41	36	15	19	19	20	11	17	17	6	6
Denver	572	53	31	41	20	16	14	14	8	7	0	0
Detroit	731	37	9	16	7	9	20	50	109	130	120	63
King-Snohomish	480	28	38	23	54	14	19	38	28	31	23	23
Mississippi	513	47	63	32	31	22	25	14	19	24	14	19
Total Tier I	5,275	486[a]	271	257	308	187	195	211	255	303	211	183

SOURCE: Tabulations of Enrollment Forms in the Youth Entitlement Demonstration Information System.

NOTES: The data include all youths enrolled in the 17 Tier I sites of the Youth Entitlement Demonstration during the period from February 1978 through August 1979 whose Enrollment Forms indicated that they were out of school in the semester prior to enrollment in the program.

All averages have been rounded.

[a] The Total Tier I average-per-month for the period through June 1978 does not equal the sum of the individual site averages because the sites began intake during different months of the starting period. It was calculated by adding the individual site monthly figures and dividing by the total site-months of intake during that period.

on support services) has led them to assign eligible drop-outs to programs they deemed more suitable, thereby pushing the participation rate of Entitlement downward.

In Tier II, the proportion of out-of-school enrollees is low relative to Tier I: cumulatively, through August 1979, it stood at 4.2 percent of total enrollments. In absolute terms, this accounted for a total of 238 drop-outs returning to Tier II projects. Because of the small size of most of the Tier II projects, it is more difficult here than in Tier I sites to determine whether this low rate results from an absence of interested out-of-school eligibles or the absence of intensive recruitment efforts among these eligibles. Without some area census, it remains hard to determine whether an Entitlement area the size of a small school district includes among its residents a fair number of eligible drop-outs.

Staff at a number of Tier II projects, specifically Alachua, (.6 percent or two drop-outs), Albuquerque (5.4 percent), Berkeley (3.1 percent), and Philadelphia (1.1 percent), point to a lack of interest among drop-outs about school and part-time, minimum wage jobs. In Alachua, the absence of alternative educational services is cited as a deterrent to the participation of drop-outs, who are unwilling to return to the schools they left. Dayton, as noted earlier, came up quite short of enrollment targets for both in-school and drop-out youths, despite intensive, painstakingly individualized recruitment efforts. The Syracuse project, with 2 percent of its 1,488 enrollments (30 youths) from the drop-out group found itself in competition with a more attractive rival. This program, funded by the Department of Labor through the federal ACTION agency, provides stipends of $78.00 a week, without a school requirement, for work on community projects. The New York City project apparently undercounts drop-outs by using official school enrollment data to fill out Entitlement enrollment forms. These data show youths to be in school when, in fact, they are not.

The experience of the Hillsborough and Monterey projects tends to belie, however, the low level of out-of-school interest in Entitlement as a reason for their lack of participation. In Hillsborough, an area of high employment, a combination of recruitment efforts by the City of Nashua's Adult Learning Center and the development of private sector, above minimum wage jobs, has resulted in consistently high levels of out-of-school enrollments (21.2 percent of the total through August 1979). Monterey succeeds by special attention to recruitment among out-of-school Chicano youths, resulting in a 9.2 percent enrollment of drop-outs. The experience of these sites continues to suggest that more could be done elsewhere to raise out-of-school enrollments and to discourage a continuing bias toward in-school recruitment among a few of the school-managed Tier II projects. This may be especially true of the large projects in Albuquerque and Berkeley, where the in-school eligible population provides a large and satisfactory level of enrollments, although in Albuquerque the absence of sufficient alternative education is also an apparent deterrent to drop-outs.

Even acknowledging that more could be done, drop-outs do come forward in substantial numbers, although primarily in Tier I: 5,516 have enrolled in the demonstration as a whole through August 1979. Indeed, a preliminary estimate of the impact of Entitlement on school behavior suggests that the program has had some effect in increasing the return-to-school rates of drop-outs between the fall semester of 1977 and the spring of 1978 (and in keeping in-school youths in school).[1]

Certainly, some recruitment strategies work better than others with this population; some do not work at all. One clear lesson from the demonstration experience to date is that schools will tend to recruit out-of-school youths reluctantly, if ever. To maximize the enrollment of drop-outs, it seems to work best on a subcontract basis with separate agencies, community-based or otherwise, that have a "natural" access to the target population. In addition, the provision of alternative education seems to have a positive effect on the enrollment of drop-outs and, as discussed in Chapter 5, these alternatives became a common feature in Tier I.

Finally, one can speculate that additional drop-outs would return to Entitlement, and school, were the wage incentives higher for them. Thus, it might be useful to consider whether returning drop-outs should be allowed to work full-time, or close to full-time during the school year, rather than be held to the 20 hour a week maximum currently in force for all participants. Because most drop-outs returning to Entitlement attend alternative schools or GED preparation courses where the hours are shorter than regular school programs, such an adjustment would not directly interfere with school time. The idea is at least more feasible for them than for the in-school youths.

---

[1] Mandel, Sheila and Solnick, Loren, A Preliminary Estimate of Youth Entitlement on School Behavior, Manpower Demonstration Research Corporation, October 1979.

Who Enrolled

In addition to a difference in participation rates between the in-school and the out-of-school eligibles, there are differences in participation rates for other groups within the eligible population, at least as seen from preliminary statistics.

Background characteristics are shown in Table 3-5, also prepared by Abt Associates from the merged data set for the pilot survey sites. The table shows that blacks enrolled at a higher rate than whites or Hispanics; that, except in Mississippi, females are a bit more likely to enroll than males; and that enrollment rates are higher among the younger eligibles compared to older ones and enrollment tended to increase with level of grade attained. (The fall-off of 11th graders is probably due to the fact that, by the time Entitlement began in the spring of 1978, these youths were completing their senior year and were about to graduate out of eligibility.)

The higher participation rates of these groups is supported by an analysis of selected characteristics among all those enrolled in the demonstration through August 1979, presented in Table 3-6. That table shows that the youths enrolling in Entitlement are young (53.6 percent are 16 years), slightly more often female (51 percent); predominantly black (72.9 percent); and a majority (57 percent) have completed either the 10th or 11th grade at enrollment. Almost all are unmarried (99.1 percent), but a fairly high proportion are parents living with their own children (6.1 percent). About 43.6 percent came from families on welfare.

It is also of note that, while 9.4 percent were out of school last semester, 15.6 percent had, at one time, dropped out of school for a

TABLE 3-5

PERCENTAGE OF ELIGIBLE YOUTHS ENROLLED IN THE FOUR SURVEY SITES OF THE ENTITLEMENT DEMONSTRATION THROUGH DECEMBER 1978, BY BACKGROUND CHARACTERISTICS

	Baltimore		Cincinnati		Denver		Mississippi	
Characteristic	% of Sample	Sample Size	% of Sample	Sample Size	% of Sample	Sample Size	% of Sample	Sample Size
Race								
Black	54.3	1066	39.9	814	47.1	242	38.0	553
White	11.8	93	10.8	176	20.8	130	19.5	82
Hispanic	58.3	12	25.0	8	34.9	450	0.0	1
Sex								
Male	48.4	533	32.0	459	35.6	419	37.2	331
Female	53.1	638	36.9	539	37.0	403	33.8	305
Age								
16	59.4	429	41.7	369	44.8	306	47.1	242
17	52.8	398	39.3	354	37.7	292	34.9	212
18	39.7	290	21.6	227	25.5	192	19.0	158
19	31.5	54	8.3	48	6.3	32	33.3	24
Highest Grade Attained by End of 76/77 School Year								
5	0.0	0	0.0	1	0.0	0	0.0	2
6	17.6	17	0.0	3	33.3	3	0.0	9
7	22.1	70	11.1	18	33.3	6	15.6	32
8	51.0	157	29.1	103	31.4	35	34.3	70
9	53.8	340	36.9	293	40.0	265	43.3	150
10	58.4	339	40.5	333	36.4	308	48.3	207
11	48.5	204	27.0	215	30.1	173	18.5	157
GED	34.1	44	40.6	32	43.8	32	33.3	9

SOURCE: Tabulations of Entitlement Baseline Survey and Information Systems data by Abt Associates.

TABLE 3-6

CHARACTERISTICS OF YOUTHS AT THE TIME OF ENROLLMENT IN THE ENTITLEMENT DEMONSTRATION THROUGH AUGUST 1979, BY TIER

Characteristics at the Time of Enrollment	Tier I	Tier II	Total
Total Youths Enrolled	53,367	5,788	59,155
Age (%)			
16 years old	53.6	53.9	53.6
17 years old	27.5	28.4	27.6
18 years old	13.7	13.6	13.7
19 years old	5.2	4.1	5.1
Sex (%)			
Male	49.1	46.5	48.9
Female	50.9	53.5	51.1
Ethnicity (%)			
White (non-Hispanic)	17.3	18.7	17.5
Black (non-Hispanic)	74.1	62.3	72.9
Amer. Indian / Alaskan Native	0.7	0.6	0.7
Asian / Pacific Islander	1.8	1.5	1.7
Hispanic	6.1	16.9	7.2
Marital Status (%)			
Never Married	99.1	98.8	99.1
Ever Married	0.9	1.2	0.9
Head of Household (%)	1.3	2.2	1.3
Living with Own Children (%)	6.2	5.6	6.1

Characteristics at the Time of Enrollment	Tier I	Tier II	Total
Family Receiving Cash Welfare - AFDC, SSI, or GA (%)	43.8	40.8	43.5
Ever Dropped Out of School For a Semester or Longer (%)	16.2	10.6	15.6
Out of School in the Semester Prior to Enrollment (%)	9.9	4.2	9.4
Highest Grade Completed (%)			
0-7	2.7	1.0	2.6
8	10.4	7.2	10.1
9	30.2	29.2	30.1
10	34.4	38.0	34.7
11	22.3	24.6	22.5
Ever Participated in a CETA Employment Program (%)	29.1	34.9	29.6
Ever Worked Before[a] (%)	14.4	19.9	15.0
Avg. Weeks Worked in Last Year[b]	14.8	15.7	14.9
Average Hourly Wage of Most Recent Job ($)	2.62	2.56	2.61

SOURCE: Tabulations of Enrollment Forms in the Youth Entitlement Demonstration Information System.

NOTES: The data cover all youths enrolled in the 17 sites of the Entitlement Demonstration during the period from February 1978 through August 1979.

[a] The response to this question indicates work in a non-subsidized job.

[b] Average Weeks Worked is based on only those youths who indicated they had ever worked.

semester or longer and that, according to the Abt baseline survey, the eligible population for Entitlement has a high proportion of parents. Fully 16.5 percent have at least one child, 25.8 percent of the females and 6.4 percent of the males. Parenthood may thus be a substantial impediment to participation in Entitlement for a fairly large share of the eligible population.

Apart from the disparity between Tier I and Tier II in the participation of drop-outs, there is only one other tier difference of note. The participants in Tier II tend to be less often black and more often Hispanic, reflecting the basic configuration of sites selected to participate in the demonstration.

How do Entitlement enrollees compare to the participants of other youth programs? Data from the Department of Labor's Office of Youth Programs provide a general answer.

Table 3-7 shows that, compared to other youth programs, which for the most part do not carry a school requirement for participation, Entitlement generally draws fewer drop-outs (though the figure might be higher if the same definition were used in Entitlement as in other programs: that is, out of school at the time of program enrollment). Entitlement does, however, attract slightly more drop-out youths than the Summer Youth Employment Program. With regard to enrollment generally, however, Entitlement does seem comparatively better targeted to attract those youths with the most severe labor market problems: blacks and Hispanics from poverty families.

TABLE 3-7

COMPARISON OF ENROLLEES IN CETA YOUTH PROGRAMS BY SELECTED CHARACTERISTICS

Youth Program	Time Period Used	% of Enrollees by Characteristic			Income Standard for Economic Disadvantage
		Dropouts[a]	Nonwhite & Hispanic	Economically Disadvantaged	
YACC	10/78-9/79	42	18	44	none
YCCIP	10/78-9/79	61	61	84	none
YETP	10/78-9/79	21.4	55	82	85% lower living standard
SYEP	10/78-9/79	5	72	100	70% lower living standard
YIEPP	9/78-8/79	12.3	80	100	OMB poverty standard
Job Corps	10/78-3/79	86	71	100	70% lower living standard

SOURCE: U.S. Department of Labor, Office of Youth Programs and Youth Entitlement Demonstration Information System.

NOTES: [a] For all CETA programs except YIEPP, a dropout is defined as a youth who has not completed high school and is not currently enrolled in school at the time of entry into the program. For YIEPP, a dropout is a youth who was out of school in the semester prior to enrollment in the program.

Exit

At the other end of the spectrum from enrollment is termination. Participants can leave Entitlement for a wide variety of reasons, and either voluntarily or at the initiation of the project. A participant's choice to leave Entitlement can arise from any number of circumstances. Plain old dissatisfaction with the job provided or with other aspects of the program can occur. Time needed for school is another likely reason for leaving, particularly given Entitlement's 10 to 20 hour a week part-time work schedule.

Program-initiated terminations can result from a change in eligiblity status: participants who are 19 years old turn 20, some move, many graduate, others drop out, and for some, family income rises. In addition, disciplinary terminations can occur. Entitlement requires that participants be terminated if they fail to meet locally established school and job performance and attendance standards. As noted earlier, prime sponsors are required to monitor participant status and performance carefully to ensure continued eligibility. Schools are required to report on performance and attendance as close to monthly as possible, and job performance and attendance are supposed to be monitored continuously. Reverification of economic disadvantage and residence is also scheduled to occur six to 12 months after initial enrollment for each participant, and yearly thereafter.[1]

---

[1] Originally, the guidelines required recertification every six months. However, in response to prime sponsor concerns about the administrative feasibility of this schedule, the more flexible requirement was substituted in August 1978.

Some of these tight eligibility and performance monitoring requirements were new to CETA prime sponsors. For this and several other reasons, their enforcement has proven to be, at best, uneven, and certainly problematic.

The school standards were initially difficult to establish and, as discussed in Chapter 5, the process was, for the most part, a long and arduous series of negotiations between the prime sponsor and the local school systems or other educational providers. Once established, the reporting systems proved to be slow or inefficient and largely ineffective, with performance improving only late in the spring of 1979. Monitoring of job attendance and performance was somewhat better, but by no means substantial.

A major problem for the sites came from reverification guidelines, which require that enrolled youths be called back within six months to a year after initial enrollment, and yearly thereafter, to present current information on family income (either through parents' declaration of income or proof of welfare status) and residence, in order that their continuing eligibility be verified. The procedure occurred for the first time during the September 1978 - June 1979 school year when the first enrollees were due for it, and many of the prime sponsors were not prepared for the work it entailed. It was not a usual procedure for manpower programs.

These are other disincentives to program-initiated terminations. One is a desire among program operators to enhance the appearance of performance by keeping net on-board figures inflated. The fewer the terminations, the larger the project appears to be. In addition, a decline in the participants could lead to a cut in management costs by the Department of Labor.[1]

A second disincentive operated at several sites. It is a natural tendency, at least among some program counselors, to become client advocates, to give youths who have violated performance and attendance standards a second chance. This can be a powerful disincentive when one considers the effect of cutting off an income source to a family in poverty. The program also has not, until recently, provided much in the way of additional supportive services. Many counselors in Entitlement understandably feel that further counseling is preferable to termination.

Finally, project staffs tend to give the enforcement of eligibility and performance standards low priority. Many mistakenly saw enforcement, particularly reverification, as a clerical procedure that somehow would occur routinely and largely take care of itself. Involved with what they viewed as more important problems and tasks, such as assigning backlogged youths to jobs or straightening out payrolls, many prime sponsors, through inattention and disinterest, failed to establish adequate systems to do the job.

Reverification provides a useful case illustration of the general problems experienced in monitoring eligibility and performance. For reverification of income and residence, the projects were required to duplicate the initial certification of eligibility that occurred at enrollment: that is, to obtain some verification or proof of residence and income such as a recent rent receipt, phone or utility bill and either a welfare stub or parents' income statement. Once done, a reverification form was to be placed in the participant's file indicating that reverification had occurred and stating its results.

---

[1] See Chapter 2 for a discussion of manangement-participant cost ratios.

Beginning early in 1979, the projects approached the reverification process in one of two ways: either on a continuing "rolling" basis, with participants coming due and reverified each month or, alternatively, in special quarterly or semi-annual "waves," wherein those participants identified as in the project for six to twelve months would be reverified during a period of a few weeks. The wave procedure was a more burdensome one than the monthly "tickler" approach. A large number of participants had to be processed at one time, and staff had to be diverted from their regular duties for special orientation, training, and lengthy paperwork. The King-Snohomish and Mississippi projects, among the Tier I sites, and all the Tier II projects, with the exception of Albuquerque, used the first system, with the other Tier I projects and Albuquerque using the wave procedure.

Major difficulties arose at almost all the Tier I projects that used the wave procedure. In contrast, both the King-Snohomish and the Mississippi projects with the rolling process, turned reverification into an ongoing, standard operating procedure. Reverification has also gone smoothly in Baltimore, which utilized a "wave" procedure, but that site, knowing that any number of complications could arise, devoted considerable staff attention to the planning and establishment of systems. The same cannot be said for the other Tier I projects.

The Boston, Cincinnati, Denver and Detroit Entitlement projects were either still coping with or emerging from operation problems which had plagued them from start-up, and at these sites the importance of preparing for reverification was downgraded. In Boston and Cincinnati, for example, reverification was almost a last minute effort, put off and ignored as long as possible. The Detroit project, which had had a rocky beginning, was still preoccupied with revamping its administration and operation; in Denver, early operational problems seemed to be getting worse. These projects therefore devoted less attention to reverification than proved to be necessary.

As was the case with enrolling youths during start-up, reverification had to take place in a relatively short amount of time. Where insufficient preparation occurred, problems were inevitable. The end result of these and other difficulties was that final processing of completed forms was affected at several projects. Paperwork piled up and took weeks to be completed.

Though reverification generally went more smoothly at the smaller Tier II projects, some sites experienced problems similar to Tier I. The Steuben County, New York City, Philadelphia and Berkeley projects were plagued by inadequate staff preparation and subsequent misunderstandings between staff units about who should be doing it or what guidelines should be followed. At these projects, staffs had to go back to repeat or recheck reverifications, and this, for a few sites, has been a slow process.

In an effort to monitor reverification, MDRC staff conducted field audits to determine the degree to which the projects had been able to comply with the guidelines. A sample of participants who should have had reverification was drawn for each site from the MDRC Entitlement Information System, and the audit was carried out to determine, not the quality of reverification, but whether or not the actual process had been conducted for those youths, was still in process, had not been initiated, or was not required (already terminated or re-enrolled and therefore reverified).[1] The results are shown in Table 3-8.

By August there had been a general improvement across the sites in organizing the smoothness and regularity of the reverification process (with the exception of Denver and New York where problems remained). The difficulties encountered by most prime sponsors, however, raise the question of reverification's feasibility and its cost effectiveness. This issue will be looked at more carefully in the future within a broader examination of the eligibility and performance requirements of the program model. Given the operational difficulties of reverification to date, it may, however, prove to be more sensible to monitor the income and residence of participants through a sampling procedure which would trigger a broader investigation only if ineligibles exceeded a predetermined percentage of the sample. In addition, reverification for residence might prove to be warranted only in partial sites -- those that cover only a small portion of the prime sponsor's jurisdiction.

Length of Time in Program

In an effort to determine how long youths remain in Entitlement, a sample of all enrollees consisting of all those who enrolled in the

---

[1] An in-depth "quality control" study to determine whether initial verification, and reverification, procedures were adequate in minimizing the number of ineligibles participating is now being carried-out in Baltimore, Cincinnati, and Mississippi, three of the four impact survey sites. The results will be made available in early 1980.

TABLE 3-8

RESULTS OF REVERIFICATION REVIEWS
CONDUCTED IN THE YOUTH ENTITLEMENT DEMONSTRATION SITES
DURING JUNE AND JULY 1979, BY SITE

Site	Potential # For Reverification[a]	Sample Size	Reverif. Not Required[b]	Revised Sample Size	% of Potential	Percentage Distribution by Status			
						Completed	In Process	Not Started	No Info.
Baltimore	3,747	187	7	180	4.8	86.7	0.0	1.1	12.2
Boston	2,390	120	28	92	3.8	25.0	70.7	4.3	0.0
Cincinnati	738	74	20	54	7.3	27.8	18.5	11.1	42.6
Denver	644	64	20	44	6.8	25.0	72.7	0.0	2.3
Detroit	1,243	63	9	54	4.3	51.9	9.3	38.9	0.0
King-Snohomish	49	49	9	40	81.6	100.0	0.0	0.0	0.0
Mississippi	66	66	0	66	100.0	81.8	10.6	0.0	7.6
TOTAL TIER I	8,877	623	93	530	6.0	61.7	22.5	6.2	9.6
Alachua County	41	41	6	35	85.4	74.3	0.0	25.7	0.0
Albuquerque	138	83	0	83	60.1	98.8	0.0	1.2	0.0
Berkeley	228	92	9	83	36.4	30.1	66.3	3.6	0.0
Dayton	5	5	0	5	100.0	80.0	0.0	20.0	0.0
Hillsborough County	3	3	1	2	66.7	100.0	0.0	0.0	0.0
Monterey	29	29	5	24	82.8	95.8	0.0	4.2	0.0
New York City	96	96	14	82	85.4	13.4	80.5	6.1	0.0
Philadelphia	56	56	16	40	71.4	97.5	0.0	0.0	2.5
Steuben County	40	40	23	17	42.5	5.9	76.5	17.6	0.0
Syracuse	218	87	26	61	28.0	100.0	0.0	0.0	0.0
TOTAL TIER II	854	532	100	432	50.6	63.4	31.0	5.3	0.2
TOTAL DEMONSTRATION	9,731	1155	193	962	9.9	62.5	26.3	5.9	5.3

SOURCE: Tabulations of reports completed by MDRC operations staff.

NOTES: The Reverification Reviews were conducted in the 17 sites of the Youth Entitlement Demonstration on a sample of the population of youth enrolled during February, March, and April of 1978. The reviews were intended to measure the status of the reverification process in each site.

[a] Includes all youths enrolled during February, March, and April 1978 who were still enrolled at the time of the review.

[b] Reverification was not required for youths who had previously terminated and later returned, since a complete eligibility certification had to be conducted at re-entry.

start-up period, was selected for an analysis, using the Entitlement Information System. This group of 30,952 youths was traced through November 30, 1979, three months beyond the end point of the study period covered in this report. This allowed the group to be "at risk" vis-a-vis termination for as long as possible.

Before looking at the data, two important caveats should be noted. The first is that official program terminations at several Tier I projects have lagged chronologically behind the actual exit of a youth from the program. Although estimated to be a small proportion of the total, this means that some youths who have left the program are counted in the data as remaining active or on hold. Second, time in the program consists of waiting for a job while in pending and hold categories as well as actual work experience. Thus, length of time does not mean youths were at work for the entire period even though most were assigned within one or two months, if not sooner.

It is believed, however, that within these caveats the broad trends suggested by the data below present a fair picture of what is actually occurring.

Of the 30,952 youths in the sample, 27.7 percent remain in the program, and most of these are assigned to a job or training (24.7 percent of the total). Of the remainder, most terminated after having worked at some time (67.3 percent of the total) while about 5 percent were terminated without ever having received a work assignment. The analysis of length of time is based on the participants, those youths in the sample who have received a work assignment, about 94.4 percent of the sample or about 29,000 youths.

65

The data are presented in Table 3-9 which shows the length of time in the program by age -- in order to control for aging out of Entitlement eligibility by turning 20 -- and by three categories of participants: those who graduated and were therefore terminated, those who terminated for other reasons, and lastly, non-graduate participants. This last category combines those who remain in the program with those who were terminated for other reasons than graduation in order to examine length of stay for those who had some choice in staying or leaving the program. As revealed by the data, Entitlement participants appear to stay a fairly long time in the program. Thus, 46.4 percent of the graduating terminees were enrolled for more than 12 months, as were 41 percent of the non-graduate terminees, and 64.4 percent of the non-graduate participants.

This tendency for participants to remain in Entitlement for a fairly long time is supported by other data not presented in the table. For example, if the cut-off point is established at 10 months rather than 12, the proportion of participant graduates who remain at least that long grows to more than 59 percent and for non-graduate terminees and non-graduate participants, becomes approximately 59 percent and 75 percent respectively.

As one might expect, length of participation declines with age though the consistency of this trend across the three groups of graduate terminees, non-graduate terminees, and non-graduate participants, is striking. Even when one discounts age as a reason for termination -- for example as with 19-year-olds -- or discounts graduation -- the other age-related cause for termination that affects the 17- and 18-year-olds most heavily -- it appears that younger enrollees will remain longer than

TABLE 3-9

NUMBER AND PERCENT OF A COHORT OF EARLY ENTITLEMENT PARTICIPANTS ENROLLED IN ENTITLEMENT MORE THAN 12 MONTHS BY TIER AND AGE AT ENROLLMENT

Tier	Age at Enrollment				Total[a]
	15/16	17	18	19	
TIER I					
Total Graduate Terminees	1,938	3,128	1,724	391	7,186
Percent Enrolled More Than 12 Months	72.4	46.4	25.2	10.2	46.4
Total Non-Graduate Terminees	5,064	3,500	1,853	866	11,306
Percent Enrolled More Than 12 Months	50.1	39.7	37.2	20.6	42.5
Total Non-Graduate Participants[b]	10,390	5,315	2,368	945	19,048
Percent Enrolled More Than 12 Months	75.7	60.3	50.9	27.2	65.9
TIER II					
Total Graduate Terminees	254	405	215	40	914
Percent Enrolled More Than 12 Months	82.3	43.2	18.1	7.5	46.6
Total Non-Graduate Terminees	701	436	210	81	1,431
Percent Enrolled More Than 12 Months	35.2	26.4	20.0	17.3	29.2
Total Non-Graduate Participants[b]	1,161	559	244	88	2,058
Percent Enrolled More Than 12 Months	60.9	42.6	31.2	23.9	50.8
TOTAL DEMONSTRATION					
Total Graduate Terminees	2,192	3,533	1,939	431	8,100
Percent Enrolled More Than 12 Months	73.6	46.0	24.4	10.0	46.4
Total Non-Graduate Terminees	5,765	3,936	2,063	947	12,737
Percent Enrolled More Than 12 Months	48.3	38.2	35.4	20.3	41.0
Total Non-Graduate Participants[b]	11,551	5,874	2,612	1,033	21,106
Percent Enrolled More Than 12 Months	74.2	58.6	49.0	26.9	64.4

SOURCE: Tabulations of Status Change Forms in the Youth Entitlement Demonstration Information System.

NOTES: The cohort of early participants consists of 29,165 youths who enrolled in the 17 sites of the Entitlement Demonstration during the period from startup through June 30, 1978 and who worked in a job or attended a training course while enrolled.

[a] The total figures include youths whose Enrollment Forms specified their age as other than 15-20 years old.

[b] A non-graduate participant is either still enrolled or has departed from the program without having graduated from high school.

older ones. One can speculate that this may partly be explained by the likelihood that older participants leave Entitlement sooner in order to obtain a better paying job or enter a more specialized training program.

In summary, although the older youths depart after a shorter stay, it can be concluded from this analysis that overall, enrollees tend to remain in Entitlement a reasonably long time. This will be explained in greater detail in future reports.

Reasons for Leaving

What are the reasons for participants terminating?

Table 3-10 and 3-11 provide some answers. Table 3-10 shows the number of "positive" terminations to date. These are the participants who have graduated from high school or received an equivalency certificate, and therefore must leave Entitlement. Thus, for the demonstration as a whole, 18.2 percent of all participants to date, some 9,864 youths, have graduated or received an equivalency certificate, and consequently have left the program. These graduates account for 30.6 percent of all terminees. There is little difference between the two tiers on this score, but a great deal of variation by site, partly due to age and grade level differences among the enrolled populations of the 17 projects.

Table 3-11 examines the reasons for departure of non-graduating participants. It shows what percentage of non-graduating participants left through August 1979, and why. Reasons have been grouped into "negative" and "neutral" categories. On the negative side, 10.4 percent of the non-graduating participants left or were terminated because of

TABLE 3-10

PERCENT OF PARTICIPATING YOUTHS LEAVING ENTITLEMENT AFTER GRADUATION THROUGH AUGUST 1979, BY SITE

Site	Total Participants Through August 1979[a]	Total Departures For Graduation	Percent of Participants Departing For Graduation[b]
TIER I			
Baltimore	12,229	2,364	19.3
Boston	7,622	1,072	14.1
Cincinnati	4,092	696	17.0
Denver	3,488	437	12.5
Detroit	7,492	1,336	17.8
King-Snohomish	4,362	619	14.2
Mississippi	9,495	2,311	24.3
Total Tier I	48,780	8,835	18.1
TIER II			
Alachua County	338	128	37.9
Albuquerque	785	188	23.9
Berkeley	820	187	22.8
Dayton	67	6	9.0
Hillsborough	221	40	18.1
Monterey	259	50	19.3
New York	900	76	8.4
Philadelphia	362	92	25.4
Steuben County	253	47	18.6
Syracuse	1,376	215	15.6
Total Tier II	5,381	1,029	19.1
TOTAL DEMONSTRATION	54,161	9,864	18.2

SOURCE: Tabulations of Status Change Forms in the Youth Entitlement Demonstration Information System.

NOTES: The data cover all youths who enrolled in, worked in, and departed from the 17 sites of the Youth Entitlement Demonstration during the period from February 1978 through August 1979.

[a] A participating youth is one who has actually worked on an Entitlement worksite or participated in an Entitlement training course.

[b] Graduates include youths, who received either a High School diploma or an equivalency degree.

TABLE 3-11

REASONS FOR DEPARTURE OF NON-GRADUATING PARTICIPANTS FROM THE YOUTH ENTITLEMENT DEMONSTRATION THROUGH AUGUST 1979, BY SITE

Site	Total Partics. Through August 1979[a]	Non-Graduating Participants[b]		Percent of Non-Graduating Participants to Depart, by Reason							
				Negative Reasons				Neutral Reasons			
		Total Partic. Through 8/79	Total Departing Through 8/79	Dropped Out of School	Unsatis. School Attendance/ Performance	Unsatis. Program/Job Attendance/ Performance	Lost Contact; Cannot Locate	No Longer Eligible[c]	Left For Other Job/Program	Resigned[d]	Other
TIER I											
Baltimore	12,229	9,865	4,157	1.3	6.1	18.7	2.6	9.2	3.5	4.3	1.3
Boston	7,622	6,550	2,338	1.9	1.0	5.0	4.6	6.4	9.1	6.7	0.8
Cincinnati	4,092	3,396	1,325	2.7	1.1	7.2	2.7	4.4	8.8	9.6	2.8
Denver	3,488	3,051	1,857	7.6	4.2	10.5	3.3	6.3	14.4	12.8	1.8
Detroit	7,492	6,156	1,943	2.5	0.6	15.2	4.1	4.3	1.9	2.4	0.5
King-Snohomish	4,362	3,743	2,149	2.1	0.4	5.9	5.4	7.0	13.2	24.6	0.9
Mississippi	9,495	7,184	2,217	5.5	1.9	6.0	0.5	6.4	3.3	6.1	0.9
TOTAL TIER I	48,780	39,945	15,986	3.0	2.6	10.9	3.1	5.4	6.3	7.6	1.2
TIER II											
Alachua County	338	210	103	3.3	7.1	6.7	1.0	6.7	7.6	13.0	3.9
Albuquerque	785	597	297	1.0	1.2	4.0	0.8	14.5	11.7	10.5	2.1
Berkeley	820	633	172	1.7	0.0	2.7	3.9	5.7	2.8	9.6	0.8
Dayton	67	61	37	4.9	0.0	6.5	0.0	18.0	4.9	24.5	1.6
Hillsborough	221	181	82	5.0	0.0	1.7	3.3	8.9	10.5	15.5	0.6
Monterey	259	209	86	9.6	7.2	1.5	0.0	10.1	4.9	6.7	2.0
New York	900	824	173	1.2	0.8	3.4	4.4	2.9	3.2	4.8	0.1
Philadelphia	362	270	128	1.5	2.6	7.8	0.0	5.6	5.2	3.7	21.1
Steuben County	253	204	99	0.0	1.0	6.4	2.9	18.0	8.3	11.6	0.0
Syracuse	1,376	1,161	667	7.2	0.8	9.4	2.5	14.4	11.7	10.0	1.4
TOTAL TIER II	5,381	4,352	1,844	3.6	1.4	6.2	2.5	9.5	7.6	9.0	2.4
TOTAL DEMONSTRATION	54,161	44,297	17,830	3.0	2.5	10.4	3.1	5.7	6.4	7.7	1.3

SOURCE: Tabulations of Status Change Forms in the Youth Entitlement Demonstration Information System.

NOTES: The data cover all participating youths in the 17 sites of the Youth Entitlement Demonstration during the period from February 1978 through August 1979.

[a] A participating youth is one who has actually worked on an Entitlement worksite or participated in an Entitlement training course.

[b] Non-Graduating Participants are those youths who have not left the Demonstration because of high school graduation. They include youths who have terminated for other reasons and youths who are still enrolled.

[c] No Longer Eligible youths are those who were terminated because they were over-age, no longer residing in the Entitlement area, or no longer economically disadvantaged.

[d] Includes voluntary resignations such as for health, family care and dissatisfaction with program.

unsatisfactory job performance and attendance. Far fewer participants terminated for school performance and attendance, 2.5 percent, a fact partly attributable to the generally low level of scchool standard enforcement. And a proportionally low percentage of non-graduating participants departed because they dropped out of school or because they had left the program and could not be located: 3.0 percent and 3.1 percent respectively.

Accounting for neutral reasons are those non-graduating participants who resigned, 7.7 percent; those who left for another job or program, 6.4 percent; those who were no longer eligible, 5.7 percent; and a few who left for other reasons, 1.3 percent.

Some interesting tier differences emerge which are probably due to the smaller size of the Tier II projects, both in terms of the Entitlement area and their lower participant levels, which increases the ability of their staff to track participants more carefully. For example, the proportion of participants leaving because of a change in eligibility status is almost twice as high in Tier II as in Tier I, 9 percent versus 5.4 percent. On the other hand, participants in Tier II are less likely to leave because of violations of the job performance and attendance. A plausible reason for this is that in Tier II projects, the smaller counselor caseloads allow for a more personal approach than in Tier I sites, and for counselor intervention before performance and attendance problems become critical.

Deciphering site variations is more difficult since the reasons for leaving are, like those for enrolling, a function of a mix of variables that includes program practice regarding the enforcement of standards on the one hand, and the continuing degree of attraction of Entitlement, in its various facets, to participants. It is interesting to note, however, that the data suggest that the labor market influences the decision to leave just as it influences the decision to enroll. Thus, Denver and King-Snohomish, which have relatively strong local economies show relatively large proportions of participants leaving Entitlement for other jobs and programs, and high levels of general resignations. In Baltimore, Detroit and Mississippi, with relatively weaker local economies, at least for youths, the percentages are relatively low. The fewer opportunities in these sites may also help account for the relatively higher rates of graduation among the participants in these projects: 19.3 percent in Baltimore, 17.8 percent in Detroit, and 24.3 percent in Mississippi.

This theory suggests that participation rates will be highest, and therefore the potential impact the greatest, when Entitlement is targeted on those areas where it is needed most -- that is, where teenage unemployment among the disadvantaged is highest.

Summary

The Entitlement projects have successfully enrolled large numbers of youths in the year and a half since they were initiated, and appear to be increasingly "saturating" the eligible population. Preliminary data suggest that high participation rates characterized the response of eligibles in that period. The vast majority of the youths enrolled have been assigned to work, although some, particularly in the initial stages of operation when problems were most severe, were "lost," or lost their interest, after a long period of waiting for a job assignment. There is a somewhat natural tendency for projects to relax recruitment efforts, which probably prevents additional and new eligibles from hearing about and enrolling in the program.

In general, the Entitlement projects have enrolled a greater share of the in-school than of the out-of-school youths, though a substantial number of the latter group, generally both older and less schooled than their in-school counterparts, have taken the Entitlement offer, especially in Tier I. For both in-school and out-of-school youths, however, local conditions and program implementation strategies and performance affect the participation rate. For example, it seems apparent that in most sites, especially the large Tier Is, the enrollment of out-of-school youths increases proportionately to the degree that alternative education is part of the Entitlement offer. To increase their enrollment even more, however, an alteration in the economic incentives offered to them may be appropriate. In general, Entitlement draws a heavily minority clientle.

There are strong disincentives operating against the enforcement of eligibility and performance standards post-enrollment. Most prime sponsors have been slow to identify and terminate participants no longer meeting the conditions for continued eligibility. This will need particular monitoring should Entitlement be extended. However, further study may suggest that the requirement for periodic reverification of economic disadvantage and residence, which has been difficult to implement, should be modified or perhaps eliminated. The effort required may not be warranted by the benefit gained.

The local labor market plays a significant role in the level of participant enrollment, the length of participation, and the degree to which terminees leave for another job. Enrollees, however, appear to remain a relatively long time in the program. Participation levels in Entitlement will probably be increased by targeting on areas of high youth unemployment.

CHAPTER 4

JOB DEVELOPMENT

Introduction

Delivering the job guarantee of Entitlement presented an implementation challenge to the 17 Entitlement prime sponsors equal to recruiting and enrolling interested eligibles. The scale of the job creation and job assignment tasks at Tier I sites, and the year-round nature of the program at all sites, made Entitlement a more difficult undertaking than the prime sponsors had encountered before.

Apart from the administrative challenge, the principal policy question that Entitlement poses is: can enough jobs be developed in a community to provide year-round work experience for every participant? There is a subsidiary question: since the offer of a job is intended as an inducement to encourage school completion, can the process of matching youths to jobs be administered so that youths are assigned in a timely fashion? Substantial delay in providing the Entitlement benefit may undercut the inducement.

These two questions -- the adequacy of job development and the speed of job assignment -- address the basic conditions necessary for providing the job guarantee specified by Congress in the Youth Act. In addition, there are several programmatic questions which this chapter will address. While not essential for providing a job guarantee, the participation of private for-profit businesses as work sponsors was authorized by the Entitlement legislation. What, therefore, has been the experience of prime sponsors and private businesses in this first major involvement of the private sector in a large-scale work experience program for youths?

Further, while seeking to develop jobs and match youths with work sponsors, what have been the experiences of the prime sponsors in developing good quality work experiences? What has been the experience in seeking to go beyond simple job assignment to more careful job matching, where a youth's interest and career plans are taken into account? This chapter will report on research to date on all of these issues.

Adequacy of Job Development

While CETA prime sponsors have engaged in large-scale job creation drives every spring to provide work experience under the Summer Program for Economically Disadvantaged Youth (SPEDY), Entitlement has been the first test of a large-scale year-round youth employment program. Although there were substantial start-up problems during the spring and summer of 1978, Entitlement sponsors did not encounter an insufficient number of available work sponsors. With a few exceptions, they were able to develop enough jobs to meet the continuing demand of enrollments during the later period, September 1978 through August 1979. Those exceptions were primarily in the rural prime sponsor areas. In Tier II, Monterey and Alachua did not appear to have enough potential sponsors in small towns, but the development of transportation arrangements permitted participants to travel to worksites in larger towns.

A more severe job development problem plagued the Tier I 19-county Mississippi program. Part of the problem there also appeared to be a dearth of employers of any sort in the very rural counties, and this contributed to a large proportion of youths on hold status. A network of vans operated by community based organizations was slow to get underway throughout the reporting period, and the establishment of routes was complicated, given the dispersal of both youths and work sponsors.

There also appeared to be job development constraints in the relatively more urban counties in the Mississippi Entitlement areas around Hattiesburg, Laurel, and Natchez. In the judgment of some observers in the field, there were plenty of potential employers in those cities. What appeared to be the weak link in those counties was lack of aggressive job development on the part of local Employment Service (ES) staff who managed intake, assignment and job development.

Bureaucratic politics gave the state prime sponsor limited influence over the state Employment Service, and while the Department of Labor urged the Governor's Office of Job Development and Training (GOJDT) of the need for more staff and job development, that message was apparently lost somewhere between GOJDT, central ES headquarters and the local ES offices. ES staff who were interviewed indicated that job development was last on their list of time priorities. In addition, the largest and smallest counties all had the same limited number of Entitlement-dedicated ES staff, adding to the problem.

There was some tendency, in seeking to reduce the large number of youths on hold or pending first assignment, for local office staff to assign new youths to existing public school sites. This appeared to most field observers to represent an overloading of school projects, with not always enough work to keep participants busy. Therefore, given these problems and the absence of uniformly aggressive job development, it is difficult to determine whether or not there has been a saturation of local labor markets in Mississippi, reflecting a surplus of participants over potential work sponsors.

In the urban Tier I Boston program, there was some sponsor shortage. There had been, during the first several months of operation, a tendency to develop jobs in downtown Boston, which stemmed from the fairly strong emphasis on public agency sponsorships and an initial tendency to recruit large businesses in the private sector. Not only did youths from the Roxbury and Dorchester communities have difficulty traveling downtown, they preferred to work in their own neighborhoods.

This preference was strengthened by the racial tensions in Boston which sometimes made it risky for black youths to travel through, or work in "white" parts of town, and vice versa. In addition, some predominately black neighborhoods, although undergoing transition and targeted for economic development, had been losing private businesses, and those that remained were sometimes transient and provided neither a stable nor well-supervised environment for enrollees. This combination of an inconvenient transportation network, racial tension and the decline of neighborhood sub-economies was not reported in other Entitlement cities, but might pose a constraint were Entitlement to be extended to other central cities.

While aggressive job development was particularly important in rural areas and caused special problems in some urban areas, nevertheless, nearly all Entitlement prime sponsors had to engage in continuous solicitation of work sponsors. A variety of factors made that necessary. First, during the starting period of the demonstration, a rapidly growing enrollment required active job development. As Table 4-1 indicates, through August 1978 over 9,100 work sponsors had been recruited and had

TABLE 4-1

FLOW OF WORK SPONSORS PARTICIPATING IN THE YOUTH ENTITLEMENT DEMONSTRATION THROUGH AUGUST 1979, BY TIER

	1978					1979							
Tier	Thru Aug.	Sept.	Oct.	Nov.	Dec.	Jan.	Feb.	March	April	May	June	July	Aug.
Tier I													
New Sponsors	3,496	294	280	293	252	206	232	328	262	279	321	317	193
Sponsors Dropping Out[a]	540	114	116	117	104	160	146	216	191	311	380	367	
Active at End of Month[b]	3,120	2,763	2,876	3,145	3,313	3,371	3,431	3,700	3,730	3,864	3,985	4,028	3,992
Cumulative Number Active	3,496	3,790	4,070	4,363	4,615	4,821	5,053	5,381	5,643	5,922	6,243	6,560	6,753
Tier II													
New Sponsors	669	31	29	46	44	17	30	25	28	27	42	53	32
Sponsors Dropping Out	148	24	30	19	21	17	29	29	34	42	79	64	
Active at End of Month	543	459	450	487	525	513	524	517	522	530	555	539	537
Cumulative Number Active	669	700	729	775	819	836	866	891	919	946	988	1,041	1,073
Total Demonstration													
New Sponsors	4,165	325	309	339	296	223	262	353	290	306	363	370	225
Sponsors Dropping Out	688	138	146	136	125	177	175	245	225	353	459	431	
Active at End of Month	3,663	3,222	3,326	3,632	3,838	3,884	3,955	4,217	4,252	4,394	4,540	4,567	4,529
Cumulative Number Active	4,165	4,490	4,799	5,138	5,434	5,657	5,919	6,272	6,562	6,868	7,231	7,601	7,826

SOURCE: Tabulations of Monthly Performance Report data in the Youth Entitlement Demonstration Information System.

NOTES: The data cover all reported job activity in the 17 sites of the Youth Entitlement Demonstration during the period from March 1978 through August 1979. A "work sponsor" is an organization/company/agency where youths are placed (employed) while in the Entitlement Demonstration.

[a] A sponsor is considered to have "dropped out" if youths are no longer employed (working) for that organization.

[b] A sponsor is considered to be "active at end of month" if youths are actively employed (attending) during the particular month in question, or in subsequent months following some break in attendance.

sponsored youths. Throughout the 1978-79 school year, although the number of enrolled youths did not increase as dramatically, the number of new work sponsors still continued to grow at the pace of over 300 new sponsors per month. Six to 10 percent of the work sponsors were replaced each month, more a result of the turnover of work sponsors than the net growth in participant enrollment levels.[1] The reasons for sponsor turnover varied. Some of them would appear endemic to any year-round Entitlement (or other youth work experience) program, while others may have resulted from weaknesses in program administration, which are more subject to improvement.

Some work sponsors found they had only a temporary need for Entitlement youths. Even though the sponsorship of participants did not impose any direct wage costs on work sponsors (with some exceptions in the private sector, discussed below), some sponsors only needed youths for a one-time, short-duration project. Private businesses more than public and nonprofit sponsors experienced seasonal and business fluctuations as well, which can reduce their ability to employ youths steadily.

In addition, some work sponsors had only temporary interest in sponsoring Entitlement participants. Small numbers of sponsors had a particular youth in mind, often someone they had previously sponsored in a summer program or someone from their neighborhood. When that youth left, they had no interest in sponsoring a replacement. In addition, year-round supervision was a different experience for most public and nonprofit agencies than that of providing a work opportunity for 8 to

---

[1] Appendix tables C-3 and C-4 show detailed work sponsor recruitment and attrition patterns by individual Entitlement site.

10 weeks under a summer youth program. This often became a burden. Finally, as Chapter 3 has discussed, there was fairly high turnover among participants who left Entitlement for reasons of graduation or for failing to meet the standards. Work sponsors found themselves orienting and training replacement youths, and this was seen by many sponsors as a matter of diminishing returns.

Compounding the problem of youth turnover at a few programs were poorly articulated job development and assignment procedures, both during the starting months in 1978 and throughout the 1978-79 period. Employer requests for youths with particular qualifications could not be (or were not) always met by program job assignment staff. Requests for replacement participants were also often not filled quickly, and some of the sponsors lost interest in pursuing the matter.

There were other factors which led program staff to consciously permit the attrition of some work sponsors. Not all work sponsors provided a suitable work experience for participants. In some sites, program staff simply finessed the problem by not sending new participants to replace those who left. In other sites, if informal efforts to work with the sponsor proved to be of no avail, the staff would stop sending replacement participants.

It is difficult to sort out the degree to which each of these factors contributed to the attrition of work sponsors in Entitlement. It does appear that a fairly large share of the turnover was due to factors beyond the control of prime sponsor job developers, such as seasonal and cyclical changes in sponsor needs. Some additional share of turnover, however, might be reduced by more careful job development, including the screening of potential sponsors for their long-term interest and commitment, and by more attention to job matching.

As Table 4-1 indicates, 4,529 of the 7,826 employers who had ever sponsored youths were still active in August 1979, representing 58 percent of the total and therefore an attrition rate of 42 percent. That 42 percent attrition did not, however, lead to an exhaustion of the pool of available work sponsors, except perhaps in the rural areas. The period through August 1979 marked the 15th to 18th month of active job development at the Entitlement communities, and although it is too early to predict whether a continuation of this recruitment and attrition pattern might begin to bottom out the stock of sponsors, it does not seem to be the case. Assuming some improvement in program job matching and development, and assuming that some share of the former work sponsors might re-enlist in Entitlement, the job guarantee appears attainable in urban areas, at least in places for the youths to work.

Timeliness of Job Assignment

The job guarantee is compromised to some extent if the offer of a job is followed by either failure to assign the participant, or a substantial delay in doing so. Within the broader group of statutory entitlements, whether they be income supports such as AFDC welfare or food stamps, or health benefits under veterans and Medicaid and Medicare programs, there have been efforts through litigation in the last several years to establish that the failure to provide the benefit to eligible applicants violates the authorizing statutes or the constitutional rights of eligibles. The Youth Act which created Entitlement does not clearly specify that Entitlement sponsors are under a mandate to ensure that all eligible youths are provided their job guarantee. It is likely, however, that were this or other job entitlements to become statutory programs, that such a mandate would apply.[1] The performance of Entitlement sponsors with respect to the proportion of participants that are assigned to a job is therefore an important issue to address.

The question of how quickly an enrolled participant is assigned to a job is also significant. The rights of eligibles to receive their entitlement in a timely manner are not as clearly established for existing programs, although there have been court findings that unconscionable delays in providing, for example, emergency relief to welfare recipients, are a violation of legislative intent. Again, Youth Entitlement is designed to test the issue of the speed of assignment rather than to establish a standard. The overall purpose of the demonstration, however -- to induce eligible youths to continue their education -- could be undercut by a substantial delay in providing the inducement -- the job -- once offered.

The proportion of enrollees who never received job assignment was slightly over 7 percent for all youths who enrolled from the beginning of the demonstration through June 1979, as Table 4-2 indicates. This proportion probably overstates the number of never assigned youths slightly, since some of the enrollees received delayed assignments after the cut-off date for Table 4-2. While there were indeed substantial

---

[1] This issue is further complicated by questions concerning the nature and quality of the job. For example, the legislation indicates that the job should not be makework.

TABLE 4-2

ANALYSIS OF DAYS ELAPSED BETWEEN ENROLLMENT OF YOUTHS AND INITIAL ASSIGNMENT TO JOB OR TRAINING
IN THE ENTITLEMENT DEMONSTRATION THROUGH JUNE 1979, BY TIER AND TIME OF ENROLLMENT

	Time of Enrollment											
Tier	Feb.-Aug. 1978	Sept. 1978	Oct. 1978	Nov. 1978	Dec. 1978	Jan. 1979	Feb. 1979	March 1979	April 1979	May 1979	June 1979	Feb. 1978-June 1979
TIER I												
Number of Youths Enrolled	31,665	1,971	2,134	1,663	1,166	1,722	1,525	1,851	1,603	2,599	2,786	50,685
% Assigned within 21 days	37.8	41.3	47.4	43.6	27.9	35.1	35.5	37.8	49.8	54.6	69.0	41.0
% Assigned in more than 56 days	20.8	13.7	15.5	20.9	22.4	12.7	17.5	18.4	12.0	5.5	1.5	17.7
% Never Assigned	6.3	6.6	6.7	7.5	7.2	8.7	11.1	10.9	8.1	8.2	13.2	7.3
Average Days Pending[a]	40.1	34.3	36.9	39.2	41.6	33.0	35.7	35.9	24.4	20.6	11.8	36.3
TIER II												
Number of Youths Enrolled	3,359	310	270	217	184	194	203	180	161	189	273	5,540
% Assigned within 21 days	56.2	62.0	54.8	51.8	52.2	46.5	55.2	47.8	48.5	38.6	42.1	54.3
% Assigned in more than 56 days	12.2	9.4	8.9	12.0	8.7	14.4	10.8	6.7	18.0	19.0	1.1	11.5
% Never Assigned	4.3	3.9	6.3	7.4	4.9	10.8	6.9	7.2	7.5	12.2	21.6	6.1
Average Days Pending	29.0	23.0	23.4	25.4	26.2	32.7	26.6	23.8	30.9	31.5	19.5	27.8
TOTAL DEMONSTRATION												
Number of Youths Enrolled	35,024	2,281	2,404	1,880	1,350	1,916	1,728	2,031	1,764	2,788	3,059	56,225
% Assigned within 21 days	39.6	44.0	48.1	45.6	31.1	36.3	37.8	38.7	49.7	53.4	66.6	42.4
% Assigned in more than 56 days	20.0	13.1	14.7	19.9	20.5	12.8	16.7	17.3	12.6	6.4	1.3	17.1
% Never Assigned	6.1	6.2	6.7	7.5	6.9	8.9	10.6	10.6	8.0	8.5	14.0	7.2
Average Days Pending	39.0	32.7	35.4	37.6	39.5	32.9	34.6	34.8	25.0	21.3	12.4	35.4

SOURCE: Tabulations of Enrollment and Status Change Forms in the Youth Entitlement Demonstration Information System.

NOTES: The data cover enrollments in the 17 sites of the Entitlement Demonstration during the period from February 1978 through June 1979, and all job or training assignments submitted to MDRC through October 5, 1979.

[a] Average-days-pending has been calculated for only those youths who received a job or training assignment as of the cutoff date for the tabulation.

problems of assignment failure at several programs during the starting months of the demonstration, Table 4-2 reveals that the non-assignment rate for early enrollees, through August 1978, was not greater than the proportion of non-assignees enrolled in the later months. In Tier I sites, over 11 percent of the participants who enrolled in February 1979 did not receive an assignment, but enrollees in earlier and later months were assigned in higher proportions. Similarly in Tier II sites, the rates of non-assignment during later months ranged from a low of 3.9 percent for participants who enrolled in September 1978, to a high of 21.6 percent for June 1979 enrollees. The latter figure is undoubtedly an overstatement of the subsequent experience of the June 1979 enrollees, since some were likely to have received assignments after the cut-off date of October 5, 1979, for Table 4-2.

Some share of the 7 percent of youths not assigned through June 1979 can be accounted for by poorly administered procedures for assigning enrollees to jobs. Some proportion, however, reflects youths who enrolled in the program and then failed to show up at subsequent meetings with job assignment staff. Some youths also refused to accept available work assignments and either would not take subsequent positions, or were not located by program staff once the first assignment offer had been refused.

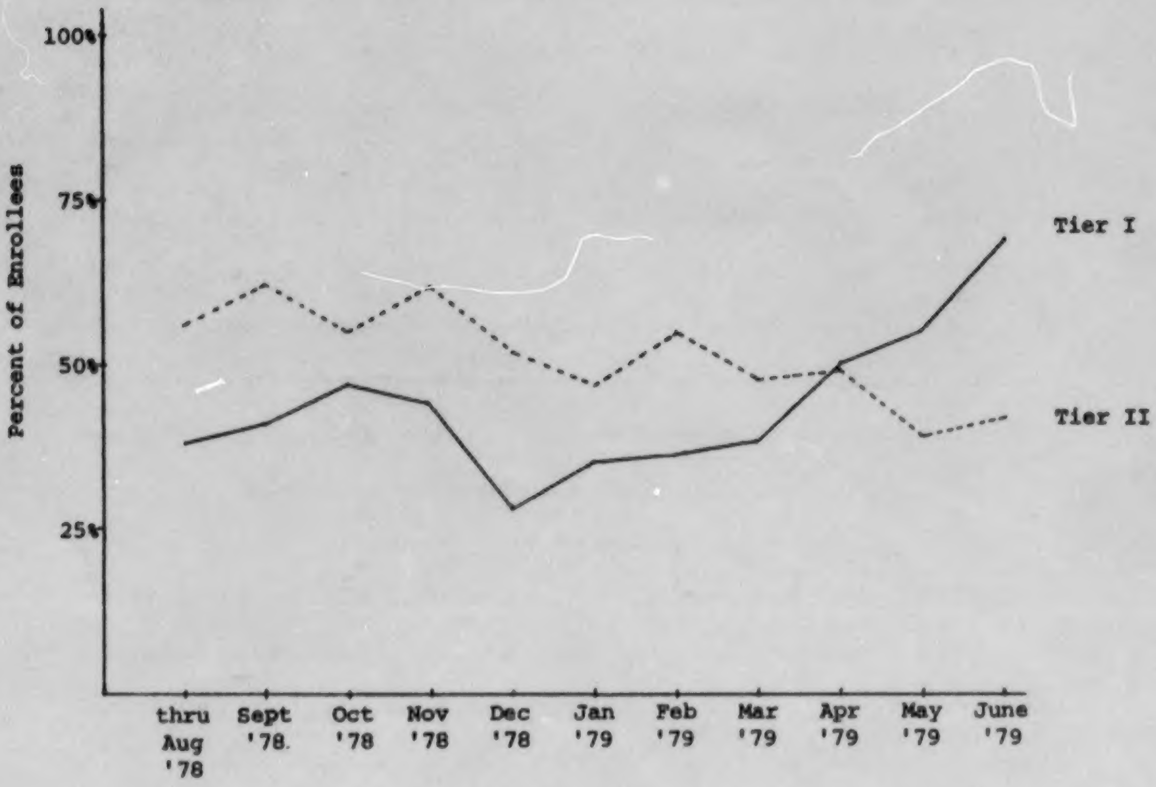
Even as program administrative practices improved, the proportion of non-assignees did not decline. There were, in addition, substantial differences among Entitlement sites in the proportion of unassigned youths. (See Appendix C, Tables C-1 and C-2.) The rate ranged from a low of less than 3 percent in programs such as Mississippi, King-Snohomish, Hillsborough and Alachua counties to a high of over 13 percent in Boston, Denver and Berkeley. Differences in administrative performance seem to account for these extremes.

While there was not a noticeable change over time in the proportion of unassigned enrollees, there were some changes in the proportion of youths assigned quickly. Applying a standard of three weeks from date of enrollment to date of assignment, there was a tendency towards improvement in the Tier I sites, as Table 4-2 and Figure 4-1 indicate. This is primarily the result of improvements in program administration in Boston and Detroit. In Detroit, the prime sponsor took over the role of managing agent from the Detroit Public Schools and brought in new project leadership. Greater attention to the job assignment process and to the maintenance of good program records brought the program from a position in which it assigned only 37.4 percent of its early enrollees (February through August 1978) to an assignment rate of over 87 percent of its June 1979 enrollees in less than three weeks (Appendix Table C-1).

Boston had attempted to institute a sophisticated job matching procedure at the beginning of the program, and the procedure caused substantial assignment backlogs, both because of the large volume of youths to be assigned and because of weak links between intake, job assignment and job development staffs. From assignment of fewer than 3 percent of its early enrollees in less than three weeks (February through August 1978), the Boston job assignment staff improved to place over one-quarter of its June 1979 enrollees on the job in less than 21 days. Furthermore, both Detroit and Boston made substantial gains in reducing the proportion of enrollees who waited over 56 days for their job assignment.

FIGURE 4-1

PERCENT OF ENROLLEES ASSIGNED TO A JOB WITHIN 21 DAYS, BY MONTH OF ENROLLMENT



Month of Enrollment

Another indication of the general improvement in timely job assignment in Tier I sites generally and Boston and Detroit in particular, is a drop in the average number of days between enrollment and job assignment for all youths who received an assignment. From over 40 days to job assignment in the spring and summer months in 1978, Tier I sites made fairly steady progress in reducing the lag by half for its spring 1979 enrollees (Table 4-2). Boston's lag time did not improve until early 1979, when administrative attention to job assignment picked up, but there was a dramatic reduction in the assignment period from about 70 days through March 1979 to under 30 days by the spring. Detroit's assignment lag peaked at over 80 days for December 1978 enrollees; it dropped to less than 10 days for spring 1979 enrollees.

The performance of Tier II programs in timely job assignment actually appears to decline somewhat over time, but it is skewed by site differences. There was a slight increase in the share of youths who never received an assignment, as Table 4-2 indicates, although the Tier II programs started from a smaller share of early enrollees unassigned (4.3 percent of February through August 1978 enrollees) and, even with some erratic months, they still averaged a smaller cumulative share of unassigned enrollees through June 1979 than Tier I sites. The share of youths assigned in less than three weeks also declined over time, as in Figure 4-1 and Table 4-2. This was, however, primarily attributable to a decline in three-week assignments at two of the larger Tier II programs, New York and Syracuse. Overall, the average days to first assignment in Tier II did not change substantially through June 1979.

Generally speaking, on all of the indicators of timely and complete job assignment, Tier II programs did better than Tier I, reflecting the more easily manageable size of most of the Tier II programs. Sheer scale was not the only determinant, however, since some of the largest Tier II programs, such as Albuquerque, had some of the shortest assignment periods and lowest rates of unassigned youth, while some of the smaller programs, such as Dayton, showed relatively poor performance. Administrative effectiveness was the more notable distinction between Albuquerque and Dayton.

The principal method of job assignment which helped programs like Boston improve their assignment rate and reduce delays, and which all the large programs utilized or adopted during the reporting period, was a fairly simple and straight-forward one. The issues to address in a job match and then assignment were generally limited to accessibility factors: could a youth reach the worksite readily by foot or public transportation, and could the school and work hours be meshed to ensure that a youth could work his entitled minimum ten hours per week.

The job assignment procedures in some of the smaller Tier I and Tier II programs could take youth interests into account to a greater degree. In these programs there was not the kind of pressure in enrollment numbers which led a Boston staff member to characterize the enrollment, assignment, and job development process at that site as staying "one step ahead of the steamroller."

The Monterey program, for example, developed one of the most individualized job matching processes in Entitlement, in which both an enrollee's and an employer's interest were considered. The program was usually able to respond well to two kinds of questions: "What kind of a job would you be interested in?" and "What kind of youth are you looking for; with what skills?" The program staff made a regular practice of moving participants to different worksites if the match was not mutually satisfactory, of placing youths into hold status if their school work was suffering, or of developing new worksites to match a particular youth's preferences.

The decentralized and relatively small King-Snohomish program was also able to take youth and employer interests more into account than the large-scale programs such as Baltimore, Boston and Mississippi. Five separate program agents each handled job development and assignment for its particular group of youths and sought to match preferences. One of the program agents noted, however, that the primary interests of almost 90 percent of the youths tended to be the same "convenience" factors which all programs emphasize. Further, a general observation by job assignment personnel at many programs was that youths generally had little awareness of the range of career opportunities, and had only limited experience in discerning longer-term preferences.

Results of Job Development and Assignment

Jobs and Hours

Development of worksites resulted in a wide range of entry level work for Entitlement participants, and for over 24 million working hours from the start of the demonstration through August 1979. Youths worked in approximately the same sorts of jobs during the September 1978 through August 1979 period as during the starting months, as Table 4-3 indicates. The two largest occupational groupings continued to be clerical jobs and maintenance, construction and repair jobs, each of which accounted for

TABLE 4-3

COMPARISON OF ENTITLEMENT JOB HOURS IN THE STARTUP PERIOD AND THE NEXT 12 MONTHS BY TIER AND OCCUPATION

Occupational Category[a]	Startup through 8/78			9/78 through 8/79		
	Tier I	Tier II	Total	Tier I	Tier II	Total
Total Job Hours	7,301,608	819,351	8,120,959	16,405,868	1,558,015	17,963,883
Percentage Distribution by Occupational Category						
Community Workers and Recreation Aides	17.0	12.4	16.5	15.8	9.0	15.2
Clerical Workers[b]	26.0	35.3	27.0	25.8	35.8	26.7
Teacher Aides & Tutors	4.1	1.7	3.8	3.3	1.4	3.1
Food Services Workers	3.1	2.7	3.1	3.8	2.2	3.7
Elderly Companions & Child Care Workers	6.1	6.7	6.1	6.6	10.6	6.9
Medical Assistants[c]	1.9	2.7	1.9	2.3	2.8	2.4
Groundskeeping Workers	6.7	2.4	6.2	5.0	1.5	4.7
Building, Construction, Maintenance & Repair Workers[d]	26.4	18.6	25.6	26.9	14.1	25.8
Other[e]	8.8	17.6	9.7	10.4	22.5	11.5
Total:	100.0	100.0	100.0	100.0	100.0	100.0

SOURCE: Tabulations of Monthly Performance Report data in the Youth Entitlement Demonstration Information System.

NOTES: The data cover all reported job activity in the 17 sites of the Youth Entitlement Demonstration during the period from March 1978 through August 1979.

Percentage distributions may not add exactly to 100.0 because of rounding.

[a] Occupational categories were derived from groupings of similar jobs, as defined by 3-digit codes from the Dictionary of Occupational Titles, Fourth Edition, published by the U.S. Department of Labor, Employment and Training Administration, in 1977.

[b] "Clerical Workers" includes office clerical workers and administrative assistants.

[c] "Medical Assistants" includes nursing aides, medical/dental assistants, and medical laboratory assistants.

[d] "Building Construction, Maintenance, and Repair Workers" includes janitorial workers, maintenance construction workers, and other construction workers (carpenters, painters, etc.).

[e] "Other" includes a wide range of occupations, no single one of which accounts for more than 2% of the Total Demonstration hours for the period.

over one-fourth of participant job hours. There was a slight decline in the 1978-79 period in groundskeeping work (6.2 percent of all hours through August 1978, 4.7 percent from September 1978 through August 1979). This reflected both the winter months in the later period and the perception of staff at several programs that groundskeeping jobs were not among the better quality work experiences. There was a similar decline in the proportion of recreation aide-community worker positions, also reflecting the greater share of non-summer hours in the more recent period.

While the positions developed for participants were primarily low-skill, entry-level jobs, as befit the educational level and age of participants, jobs under the same occupational title in fact conceal a fairly wide range of tasks, training and responsibility. Participants working as day care/teacher aides could find themselves in a nonprofit child guidance clinic with a variety of teaching, counseling, craft and recreational activities all incorporated in a well-organized and sophisticated work experience program. Or the youths could be working at a small community based day-care center, where their activities were confined to keeping an eye on the children during lunch and nap sessions, helping the children dress and wash up, and working with them in drawing and painting. Other participants working as TV/radio repair trainees could spend most of their time at simple and routine tasks, learning little about electronics or television repair, while on the other hand, a youth assigned as a printing trainee, could work in a print shop, with varied tasks each day, learning every stage of the print shop's business.

Minimum Hours, Performance Standards and Quality

Regardless of the type of jobs to which participants were assigned, all were assured of the opportunity to work on the average at least ten, and no more than 20 hours per week during the school year, and at least 30, and no more than 40 hours per week in the summer.

Reports from the field indicate that there were several factors which did interfere with the ability of some participants to meet their ten-hour, part-time Entitlement guarantee. Transportation problems could make it difficult for a participant to work at least two hours an afternoon after school and before a sponsoring agency's closing hours. Where special transportation arrangements were developed, this problem could usually be overcome.

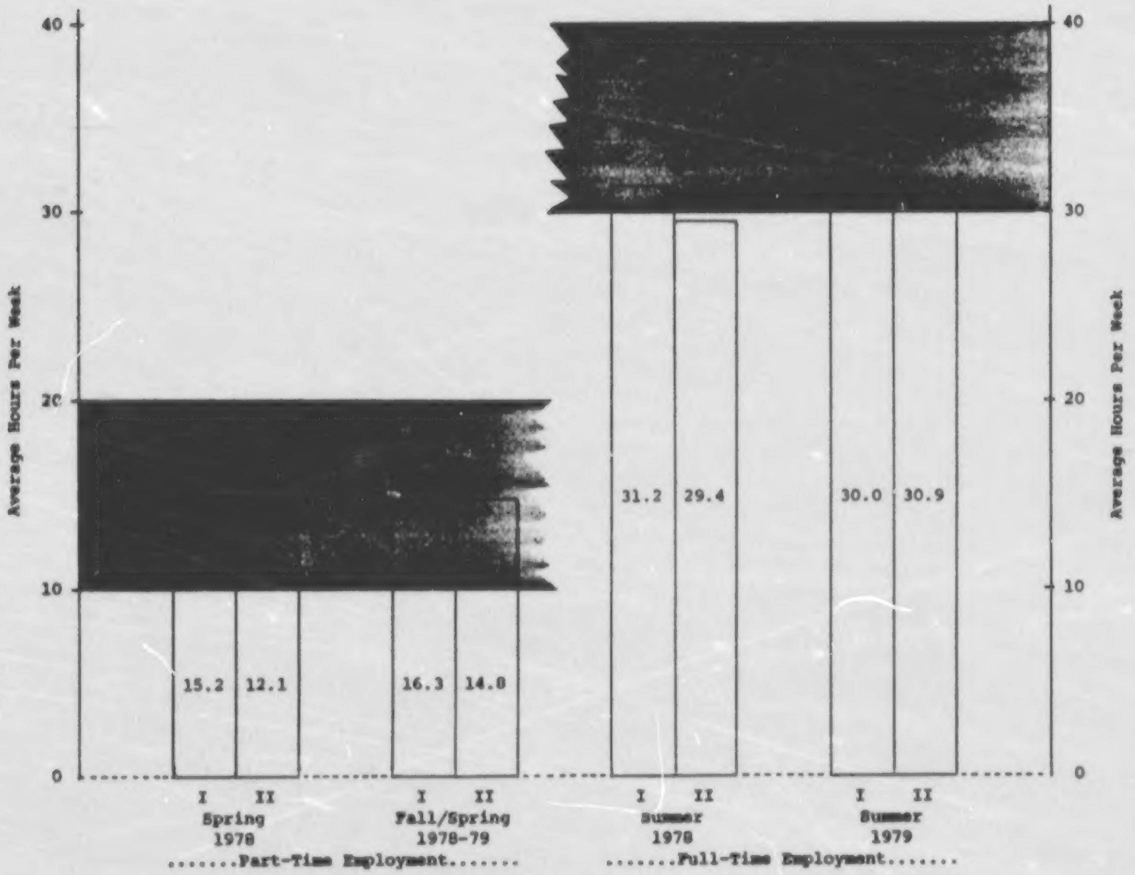
The assignment of youths to private sector businesses could also ease this constraint in some instances. Stores which stayed open after five o'clock and on the weekend could employ those participants in the early evening or on Saturday. Schools which closed before three o'clock, or which allowed participants to leave early, also made it easier for program staff to develop minimum part-time hours. Figure 4-2 indicates that overall during the part-time periods in the spring of 1978 and the academic year 1978-79, all participants worked on average more than ten hours per week. Average summer hours in 1978 and 1979 for all participants were very close to the minimum of 30.[1]

---

[1] Analysis in a subsequent report on program implementation will look more at the issue of individual participants who either chose not to or could not work their minimum number of entitled hours per week.

FIGURE 4-2

AVERAGE JOB HOURS WORKED PER YOUTH PER WEEK
IN PART-TIME AND FULL-TIME EMPLOYMENT
IN THE ENTITLEMENT DEMONSTRATION THROUGH AUGUST 1979, BY TIER



NOTES: The data cover all reported job activity in the 17 sites of the Youth Entitlement Demonstration during the period from March 1978 through August 1979, except for months where job hours were equally divided between full- and part-time. These months have been excluded from the calculations: June 1978 in Detroit, Alachua County, and Dayton; June 1979 in Cincinnati, Detroit, King-Snohomish, Alachua County, Berkeley, and Hillsborough; August 1979 in Denver.

The shaded areas show the range between minimum and maximum job hours per week guaranteed to be provided each youth under the Entitlement guidelines: 10-20 hours per week part-time employment during the school year; 30-40 hours per week full-time employment during the summer.

"I" and "II" refer to Tier I and Tier II respectively.

That program staff could develop jobs for nearly all participants and match most of the youths to these jobs quickly, and that these jobs were generally structured to permit the minimum number of working hours per week do not ensure that the work experiences were of good quality, nor that the Entitlement jobs represented a net addition to job opportunities for youth. Entitlement legislation and regulations require that the work experiences be meaningful and not makework, and that participants must meet standards of performance and attendance at the worksites in order to remain entitled to their jobs. Prime sponsors are also supposed to make certain that Entitlement-subsidized positions not displace other workers: the Youth Act specifies that the research should assess the degree of displacement.[1]

The development and application of worksite performance and attendance standards proceeded on a relatively decentralized basis at all but the smallest Entitlement programs. While there were written job attendance requirements in some of the programs, these were not closely monitored by staff. More typically, the 4,000 or so separate work sponsors were expected and usually encouraged in orientation sessions to provide good supervision, apply reasonable standards of performance and attendance, and see that payroll time cards reflected actual participant hours at the worksite.

---

[1] Analysis of the labor market effects of job creation in Entitlement is the subject of a study to be conducted in 1980 and reported on in 1981. The study will utilize two different approaches which have been developed for studying displacement, a quantitative econometric modeling procedure and the monitoring of work sponsor decisions by field associates.

One indication that this fairly decentralized approach was not only feasible at large programs but may also have worked is the extent to which youths were terminated from the programs for poor attendance or performance. The most common reason for "firing" a youth from Entitlement participation (negative termination) was unsatisfactory performance or attendance on the job. Over ten percent of all participating youth who had not graduated from high school through August 1979 were terminated for those reasons, as Table 3-11 (Chapter 3) has indicated. (As a proportion of all termination from Entitlement, including high school graduation, job attendance and performance reasons, it accounted for 17.3 percent of terminations.) Thus, while prime sponsors did not generally monitor the enforcement of daily performance and attendance, there appears to be some self-interest in good supervision by work sponsors.

Prime sponsor staff did maintain regular contact with work sponsors, at least to collect time cards and deal with small problems, and during the reporting period, local staffs began to place more emphasis on worksite monitoring. This had not received priority in the starting months of the larger programs, when staff energies were concentrated more on recruitment and job development.

Most Tier II sites, particularly those with enrollments of less than 300, were able to work more closely with youths and work sponsors from the outset. In Monterey, for example, staff encouraged work sponsors to raise early any problems they had with the youths. Staff visited worksites regularly and consulted with participants about their experience. Weak work sponsors were counseled and if necessary, dropped, and youths who continued to give work sponsors trouble were transferred to other sponsors or terminated from Entitlement.

Although the sheer scale of the monitoring task at larger programs tended to preclude the effective use of this kind of close oversight, most programs began to emphasize monitoring more strongly in the 1978-79 academic year and in the summer of 1979. Not only were they more able to do this once other aspects of programs had stabilized, but staff also responded to increased national emphasis. The Department of Labor required both prime sponsor and federal regional office staff to conduct several monitoring visits to summer program worksites in 1979, with even greater intensity than in previous summers. In addition, Congress required in the 1978 CETA Amendments that each prime sponsor create an Independent Monitoring Unit which would report to the local CETA direcor on programs under all Titles. Finally, trhe congressional General Accounting Office conducted an assessment of worksites in the 1978 SYEP, and in 1979 announced its intention of monitoring worksites in the Entitlement demonstration.

These factors -- greater internal stability and external inducement -- led to fairly intensive worksite monitoring by local Entitlement staffs in the spring and summer of 1979. Formal monitoring instruments were developed and used at most programs. However, the check-list approach used at some of the larger programs, while having the advantage of efficiency when a large number of worksites were monitored, frequently missed problems at worksites. Furthermore, it appeared that formal written follow-up and corrective action procedures were generally applied infrequently. Program staffs at several sponsors indicated that worksites with severe quality problems were usually spotted before any formal monitoring, and that informal efforts with work sponsors or the transfer of youths away from an inadequate sponsor were usually made. Very few worksites were actually cancelled as a result of the more formal monitoring and corrective action procedures.

In connection with the study of program implementation in Entitlement, an assessment of worksite quality was planned and begun by MDRC in 1978. A random sample of 520 worksites were assessed from September 1978 through November 1979. While a report of the findings from the study will be published later this spring, a few descriptive characteristics of worksites from that sample and from information system data on all worksites can be presented here. One characteristic of worksites which is commonly regarded as important is the closeness of supervision. It is usually presumed, for example, that a large number of youths reporting to one supervisor may be more likely to be relatively unsupervised. Of the 520 worksites in the worksite quality sample, over 85 percent have a participant-to-supervisor ratio of less than four, and over half were one-to-one. This reflects primarily the small number of youths assigned to any single work sponsor. Data from the Entitlement information system (Table 4-4, and Appendix C, Tables C-3 and C-4) indicate that at least half of all work sponsors had only one or two youths assigned.

Participation of Private Businesses as Entitlement Work Sponsors

A distinctive feature of Entitlement is the authorization that prime sponsors may recruit private for-profit businesses to participate as work sponsors of Entitlement youths. The demonstration marks the first large-scale youth employment program with private sector participation,

TABLE 4-4

MEDIAN AND AVERAGE NUMBER OF YOUTHS ASSIGNED PER WORK SPONSOR IN THE ENTITLEMENT DEMONSTRATION AT THE END OF JULY 1979, BY TIER AND TYPE OF WORK SPONSOR

Type of Sponsor	Youth Activity	Tier I	Tier II	Total Demonstration
Public Educational Institutions	Median # Youths Per Sponsor	2	2	2
	Average # Youths Per Sponsor	5.2	5.1	5.2
	Number of Active Sponsors[a]	800	86	886
	Percent of All Sponsors	13.6	11.7	13.4
Other Public Agencies	Median # Youths Per Sponsor	2	2	2
	Average # Youths Per Sponsor	4.5	4.8	4.3
	Number of Active Sponsors	1,402	128	1,530
	Percent of All Sponsors	23.8	17.5	23.1
Non-Profit Organizations[b]	Median # Youths Per Sponsor	2	1	2
	Average # Youths Per Sponsor	3.2	2.2	3.1
	Number of Active Sponsors	1,670	230	1,900
	Percent of All Sponsors	28.3	31.4	28.7
For-Profit Companies	Median # Youths Per Sponsor	1	1	1
	Average # Youths Per Sponsor	1.9	1.7	1.9
	Number of Active Sponsors	2,020	289	2,309
	Percent of All Sponsors	34.3	39.4	34.9

SOURCE: Tabulations of Monthly Performance Report data in the Youth Entitlement Demonstration Information System.

NOTES: The data cover all reported job activity in the 17 sites of the Youth Entitlement Demonstration during the last pay period of July 1979. A work sponsor is an organization/company/agency where youth are placed (employed) while in the Entitlement Demonstration.

[a] A sponsor is considered to be "active" if youth worked there in the pay period in question.

[b] Non-Profit Organizations include private and parochial schools.

and two features of the program made it relatively attractive for private businesses to consider sponsoring Entitlement participants. First, the legislation authorized prime sponsors to subsidize up to 100 percent of the wage cost for youths working with private sector sponsors.[1] Second, Entitlement regulations required prime sponsors to manage the payroll for all Entitlement participants, and this minimized the administrative burden for all work sponsors. Given the current policy interest in encouraging greater private sector involvement with employment and training programs, the efforts of Entitlement prime sponsors to develop jobs in the private sector -- and the response of private sector work sponsors to the program -- have been given particular emphasis in the Entitlement implementation analysis. Some early findings are reported here. A special study on private sector participation will be published in mid-1980.

Development of Private Sector Jobs

Recruitment of work sponsors in Entitlement proceeded, to a large extent, in the traditional pattern for youth work experience programs, with most participants working and job hours spent in the public and nonprofit sectors. As Table 4-5 indicates, the cumulative distribution of participant job hours through August 1979 shows nearly 84 percent of the time worked with public and nonprofit sponsors. As the table also indicates, however, certain prime sponsors have developed a larger share of private sector job hours, such as Denver, Detroit and several Tier II sponsors. Furthermore, several prime sponsors were cautious at first in establishing a private sector participation. Baltimore and Mississippi job developers generated an increasing proportion of private sector jobs hours during each of four succeeding time periods, from no private sector job in Mississippi during the spring of 1978 to over 13 percent in the summer of 1979, and from 6 percent to over 17 percent in Baltimore during the same two periods (Table 4-6).

---

[1] All prime sponsors except Mississippi opted to provide a full 100 percent subsidy. That site elected to offer a 75 percent subsidy to businesses. Prime sponsors were required to submit a plan for reducing the subsidy level, but their low response led to a ruling that every private sector business that had sponsored a youth for 12 months must assume 50 percent of the wage cost or lose the youth and the slot. Response of work sponsors to this requirement, which began to take effect in early 1980, will be analyzed in the spring of 1980. In addition, the response of private businesses to an initial offer of a lower subsidy rate will be tested in a wage subsidy variation experiment, launched in early 1980, and to be reported on later in the year.

In general, the sites which started and continued to place large proportions of their youths in private businesses did so primarily because they had made this a major priority. The Monterey program, for example, moved quickly in the start-up period to emphasize private sector worksites, in part because of the uncertainties in the public sector created by Proposition 13. The Philadelphia program, with union participation through the local Council for Revitalization, maintained a level of some two-thirds of job hours spent in businesses; the largest share of those hours went to manufacturing firms, particularly the garment industry. (Appendix C, Table C-5 distributes job hours in the private sector by industry and program site.) Hillsborough County also emphasized manufacturing jobs -- which reflected its job development emphasis, the expanding light industry labor market in southern New Hampshire -- and the site's emphasis on developing jobs at above the minimum wage. Other

TABLE 4-5

ANALYSIS OF JOB AND TRAINING ACTIVITY IN THE YOUTH ENTITLEMENT DEMONSTRATION THROUGH AUGUST 1979, BY SITE

Site	Total Hours Recorded (000)[a]	Percentage Distribution of Job Hours, by Type of Work Sponsor[b]					Percent of Job Hours at Above-Min. Wage	Percent of All Hours Designated as Training
		Public Education Inst.	Other Public Agencies	Private For-Profit	Non-Profit Org.[c]	Total		
Tier I								
Baltimore	6,508	17.6	44.4	11.9	26.0	100.0	0.0	0.1
Boston	4,087	7.7	36.8	17.4	38.1	100.0	0.0	0.0
Cincinnati	1,849	19.3	11.4	12.9	56.4	100.0	0.0	1.5
Denver	1,735	9.3	31.4	27.9	31.4	100.0	0.0	0.0
Detroit	2,790	28.2	14.7	36.3	20.8	100.0	0.0	1.3
King-Snohomish	1,747	31.3	32.1	3.8	32.7	100.0	2.5	0.4
Mississippi	5,093	42.0	36.6	10.0	11.4	100.0	0.0	0.5
TOTAL TIER I	23,809	22.8	33.6	15.9	27.6	100.0	0.4	0.4
Tier II								
Alachua County	184	52.3	41.8	5.1	0.8	100.0	0.0	2.4
Albuquerque	274	54.5	40.7	0.0	4.8	100.0	0.0	0.0
Berkeley	542	34.0	27.3	1.8	36.8	100.0	0.0	0.1
Dayton	40	12.3	17.8	7.1	62.8	100.0	4.7	0.0
Hillsborough	115	0.4	4.1	64.3	31.2	100.0	57.3	1.2
Monterey	127	16.4	14.1	64.8	4.7	100.0	0.0	2.8
New York	343	1.1	26.5	34.4	37.9	100.0	0.0	0.0
Philadelphia	152	1.3	8.4	62.4	27.9	100.0	0.0	4.8
Steuben County	109	53.4	41.5	0.0	5.1	100.0	0.0	0.0
Syracuse	527	13.1	24.4	25.6	36.9	100.0	0.5	3.5
TOTAL TIER II	2,413	24.6	26.7	21.6	27.1	100.0	2.9	1.5
TOTAL DEMONSTRATION	26,222	23.0	33.0	16.4	27.5	100.0	0.6	0.5

SOURCE: Tabulations of Monthly Performance Report data in the Youth Entitlement Demonstration Information System.

NOTES: [a] Total hours includes both job hours and training hours.

[b] A work sponsor is an organization/company/agency where youths are placed (employed) while in the Entitlement Demonstration.

[c] Non-Profit Organizations include private and parochial schools.

TABLE 4-6

PERCENT OF JOB HOURS IN THE FOR-PROFIT SECTOR THROUGH AUGUST 1979, BY SITE AND TIME PERIOD

	Percent of All Job Hours in For-Profit Sector				
Site	Startup through June 1978	July 1978 through August 1978	Sept. 1978 through June 1979	July 1979 through August 1979	Startup through August 1979
TIER I					
Baltimore	6.0	9.5	12.7	17.7	11.9
Boston	13.9	13.9	18.4	18.7	17.4
Cincinnati	13.2	7.3	15.3	12.1	12.9
Denver	27.9	27.6	27.6	28.6	27.9
Detroit	25.8	28.3	37.3	41.3	36.3
King-Snohomish	0.4	0.9	4.6	7.2	3.8
Mississippi	0.0	1.6	13.0	13.2	10.0
Total Tier I	10.2	12.7	17.0	19.5	15.9
TIER II					
Alachua County	4.8	7.3	4.5	3.2	5.1
Albuquerque[a]	0.0	0.0	0.0	0.0	0.0
Berkeley	1.5	1.9	1.5	2.2	1.8
Dayton	0.0	0.4	13.3	2.1	7.1
Hillsborough	39.7	65.3	66.2	61.3	64.3
Monterey	55.7	74.7	63.8	65.7	64.8
New York	28.1	20.9	36.5	40.5	34.4
Philadelphia	68.5	61	63.9	55.2	62.4
Steuben County[a]	0.0	0.0	0.0	0.0	0.0
Syracuse	22.0	20.0	29.9	31.3	25.6
Total Tier II	16.1	19.2	22.1	25.9	21.6
TOTAL DEMONSTRATION	13.1	13.4	17.4	20.4	16.4

SOURCE: Tabulations of Monthly Performance Report data in the Youth Entitlement Demonstration Information System.

NOTES: The data cover all reported job activity in the 17 sites of the Youth Entitlement Demonstration during the period from March 1978 through August 1979.

[a] Albuquerque and Steuben County had no private sector work activity.

programs, whether they emphasized private sector jobs or not, tended to stay clear of manufacturing firms in order not to become involved in union concerns.

Several of the sites which emphasized private sector participation from the outset used the support of intermediary business groups, such as the Chamber of Commerce, the National Alliance of Businessmen, or a local consortium of business and labor. These included Philadelphia, Hillsborough and Denver. It did not appear, however, that such intermediaries were necessary to generate major private sector involvement, nor sufficient in the absence of strong prime sponsor emphasis. Detroit solicited the interest of businesses by a letter over the mayor's signature. While there was some initial assistance in that site from New Detroit, the local Urban Coalition, the steady growth in private sector hours, revealed by Table 4-6, proceeded without the continuing involvement of an intermediary. The mayor's support and prime sponsor staff priorities appeared to be the more important factors. Conversely, although the Cincinnati Chamber of Commerce developed all private sector work slots, there was not a major prime sponsor emphasis, and the share of job hours over time tended to decline relative to the overall growth in Tier I private sector hours. The projects such as Baltimore and Mississippi, which tended to increase their share of private business participation as they developed, did so through direct staff job development efforts.

Although the proportion of participant hours spent at private work sponsors was cumulatively less than one-third at all but four of the 17 Entitlement sites, this ratio tends to understate the intensity of job development that was necessary to generate that share. Over 3,800 of the work sponsors who had participated in Entitlement through August 1979 were private businesses, and this represented over 48 percent of all work sponsors. The number of private businesses contacted and signed up, therefore, reflects a strong job development effort.

Prime sponsors staff at several sites determined that the major allocation of job development resources to private sector participation for several reasons was justified. First, there was a perception, widely shared, that private businesses were more likely to provide good work experiences for participants because they were likely to sponsor a youth only if they had a real need for the youth's labor. Second, the broad geographic distribution of small businesses meant that they were more likely to be accessible to a youth's home or school. Finally, their longer working hours than the public and nonprofit agencies made businesses attractive for those youths who would otherwise have had difficulty working their minimum ten hours per school week.

The larger number of participating businesses imposed a burden not only on job developers, but upon program monitors and liaison staff. This fact, combined with the relative inexperience of most prime sponsor staff in working with private employers, entailed some risk of problems in the ongoing relationships among participants, sponsors and program staffs. Some of these problems, as well as more positive developments, emerged from interviews with private employers, discussed below.

Private Sector Sponsors Perceptions of Entitlement

In connection with the special study on private sector participation, two groups of private sector sponsors were interviewed during the summer and fall of 1979. One group, 123 currently active private sector sponsors drawn by random sample, was interviewed in the field by monitors and consultants who were also conducting assessments of the quality of worksites. Another randomly sampled group of 294 formerly active work sponsors was interviewed by telephone. Each group was asked to recall their initial judgments on the possible advantages and risks of participating as work sponsors, and each group was asked to suggest improvements in the program from their vantage point. In addition, the formerly active work sponsors were asked a series of questions about their experience with the program administration.

Descriptively, the active work sponsors were primarily small businesses, confirming the observations of program job developers. Nearly two-thirds of all employers had fewer than ten full-time and part-time employees, aside from their Entitlement participants, and over 40 percent of the sponsors had five or less full- and part-time workers. The private businesses tended to offer a close working environment for the participants, and this is supported by data from other sources. The Entitlement information system data indicate that over half of all private sector sponsors employed only one Entitlement participant, and private sector worksites, sampled for the quality of work study, had a participant-to-supervisor ratio of less than four-to-one in 90 percent of the cases.

When asked about the principal advantages or benefits of participating as work sponsors, businesses from the combined sample of active and former sponsors indicated primarily instrumental reasons, as Table 4-7 shows. The 100 percent subsidy was most frequently cited, expressed by 60 percent of the sponsors. The second most frequent response was a

TABLE 4-7

PERCENT OF PRIVATE SECTOR WORK SPONSORS WHO PERCEIVED ADVANTAGES TO PARTICIPATION IN ENTITLEMENT BY SPECIFIC ADVANTAGES EXPRESSED

Perceived Advantages or Benefits	Percent of Sponsors
Cheap labor, no wage cost	60
Chance to look over unskilled workers with an eye to hiring the good ones after they graduated from high school	26
Possibility to expand output temporarily	13
Chance to do something for unemployed youth	57
Chance to hire a specific youth known to you	3
Chance to hire highly motivated youth who were willing to work and go to school at the same time	27
Minimal paperwork	2
Other	11
None mentioned	6
Total Number of Sponsors Interviewed	417
Total Number of Advantages Expressed	855[a]

SOURCE: Field Interviews with a random sample of 123 active private sector sponsors, conducted during summer and fall 1979, at seven Tier I and five Tier II sites with at least ten private sector sponsors in May 1979.

Telephone interviews with 294 former private sector sponsors, at the same 12 programs who had sponsored youth for at least two months since program start-up but had ceased participation before July 1979.

NOTES: The 417 sponsors are from both samples.

[a] Employers could give more than one response.

more altruistic one: some 57 percent of all employers indicated that they saw this as an opportunity to help unemployed youths, and 27 percent viewed their participation as a chance to hire youths who were sufficiently motivated to work and attend school. The chance to "try before you buy" and look over high school youths for possible hiring after graduation was volunteered by 26 percent, and the opportunity to expand output temporarily was a factor for 13 percent.

Despite concerns from some prime sponsor staff that businesses would be reluctant to participate in Entitlement because of previous unhappy experiences with other federal manpower programs and because of general skepticism about tangling with the government, the active and former sponsors did not indicate that they perceived these as disadvantages. Nor did most of those sponsors anticipate administrative foul-ups or heavy paperwork. The single payroll and fairly straightforward written agreements between work and prime sponsors in Entitlement seem to have kept this from being a problem. Table 4-8 indicates that the largest group of employers in the sample volunteered no perceived disadvantages, and only 10 percent expressed concerns about administrative problems. The larger share of risks was seen in supervision of the youths, with concern expressed about youths' work attitudes and reliability, and general comments about problems supervising youths, such as finding enough work to keep them busy, or security and theft.

The actual experience of former sponsors is reflected in the extent to which they became inactive by their own choice and the extent to which program staff simply did not refer youths to replace those who departed. Of the 294 in the sample, nearly 60 percent indicated that it was their choice to terminate their sponsorship. Asked what their primary reason

TABLE 4-8

PERCENT OF PRIVATE SECTOR WORK SPONSORS WHO PERCEIVED DISADVANTAGES TO PARTICIPATION IN ENTITLEMENT BY SPECIFIC DISADVANTAGES EXPRESSED

Perceived Disadvantages/Risks	Percent of Sponsors
Scheduled work for part-time workers	2
Potential problems with supervising youth	13
Concerns about work attitudes and reliability of youth	26
Finding enough work to keep youth busy	2
Security/theft concerns	6
Administrative and paperwork problems with government manpower programs	10
Overhead and supervisory costs	2
Other	10
None mentioned	57
Total Number of Sponsors Interviewed	417
Total Disadvantages Expressed	129

SOURCE and NOTES: Refer to Table 56.

was for ceasing participation, most employers expressed unhappiness with the attitudes or performance of the youths, or a poor match with the skills the employer needed. One-fifth indicated they had run out of work for the youths. A small share of employers, less than 15 percent, indicated dissatisfaction with the program staff administration. Table 4-9 displays the distribution of their responses.

All employers, both active and inactive, were asked to offer suggestions for changes in the Entitlement program. The primary suggestion offered by each sponsor is categorized in Table 4-10. Suggestions here reflected a range of administrative changes, some involving better screening and orientation of youths referred (26 percent), and some involving improvements in program administration and follow-up (also 26 percent). Only a small proportion suggested less "red tape" (2 percent) or the elimination of the subsidy entirely (1 percent). The largest group suggested that no changes were necessary (38 percent). The responses of private sector sponsors suggest that supervising young workers was just as much a problem from their perspective as dealing with program liaison staff, if not somewhat more important.

Summary and Conclusions

Many of the major issues related to job development including such questions as the quality of work, the private sector response to different subsidy levels and the displacement effect will be the subject of more detailed reports over the coming months. At this time, in answer to the principal question -- that of the projects' ability to develop enough work sponsor positions to ensure guaranteed jobs for all partic-

TABLE 4-9

PERCENTAGE DISTRIBUTION OF FORMER PRIVATE SECTOR WORK SPONSORS WHO CHOSE TO CEASE PARTICIPATION IN ENTITLEMENT, BY PRIMARY REASON GIVEN

Reason	Percent of Sponsors
Poor attitudes of youth	29
Poor work performance of youth	11
Particular youth referred not matched to employer needs	10
Other problems with youth assigned	13
Not enough work for youth	17
Dissatisfaction with program staff	8
Not willing to pay part of wage cost	2
Other, or no reason specified	11
Total	100
Total Number Choosing to Cease Participation	157
Total Number of Former Private Sector Sponsors Interviewed	294

SOURCE: See Table 56.

NOTES: Percentage Distribution may not add exactly to 100% because of rounding.

TABLE 4-10

PERCENTAGE DISTRIBUTION OF ACTIVE AND FORMER PRIVATE SECTOR WORK SPONSORS BY PRIMARY SUGGESTION FOR IMPROVEMENT OF ENTITLEMENT

Primary Suggested Change	Percent of Sponsors
Better Screening of Youth	17
Better Orientation of Youth	9
Better Follow-up by Program Staff	14
Better Administration of Program	10
Change Eligibility Guidelines or Program Requirements	5
Refer Youth More Frequently	2
Less Red Tape	2
Remove Federal Subsidy	1
Give Employers More Authority Over Youth	2
No Change Suggested or Specified	38
Total	100
Total Number of Sponsors Interviewed	417

SOURCE and NOTES: See Table 56.

ipants -- it appears that, with only a few exceptions, there were enough available work sponsors to meet the guarantee, even despite turnover of work sponsors. Replenishment of sponsors proved to be a serious problem only in Mississippi, and it was the judgment of some field observers that the interested employer pool may have been exhausted in some areas. This observation has to be tempered by other reports which indicated a lack of aggressive or well-organized job development effort in some counties.

Even though there appeared to be enough potential employers, some 7 percent of all enrollees had never received a job assignment through the cut-off point for recording data for this report. This represents a share of youths who could not be found after their initial enrollment, other youths who were particularly choosy about work assignments, and some poor administration of job matching at several program sites. The non-assignment rate did not change greatly as the demonstration projects aged, leading to a preliminary conclusion that this rate may reflect a level which might not decline greatly even as a program reached its maturity.

Some programs made real progress in improving the speed with which they assigned new enrollees to jobs, particularly the Detroit and Boston sites. Tier I sites showed an increase in the share of youths assigned in less than three weeks, and while Tier II performance on this measure actually declined slightly, the month-to-month rate for three week assignments in Tier II was usually better than at Tier I sites. Overall, the average number of days pending assignment after enrollment tended to be over four weeks, although there appeared to be some improvement for new participants who enrolled in the spring of 1979. (Whether this improvement in spring 1979 enrollments was "real" or only a reflection of an arbitrary September cut-off date will have to be determined in a later analysis.) On average, youths in the demonstration worked more than their entitled ten hours per school week, and just worked their minimum of 30 summer week hours.

While there were anecdotal reports of trade-offs between the scale and speed of program start-up and implementation and the quality of worksites created, most work sponsors employed only one or two participants, and the resulting participant-to-supervisor ratio for most sponsors was low. Early descriptive data from the worksite quality sample indicate that nearly half of the worksite jobs required a week or more of training, while nearly as many required practically no training, as befits many low-skilled entry-level jobs for youths.

Prime sponsor staff cited poor job performance and attendance as the most frequent reasons for the negative termination of participants from Entitlement, indicating that performance expectations for youths were applied, even though uniform standards for attendance and performance did not appear to be in place at most program sites. While prime sponsors began to monitor worksite quality fairly intensively in the spring of 1979, there were indications that formal monitoring instruments and procedures were less useful for improving worksite quality than informal interactions between staff and work sponsors. Informal and "passive" terminations of poor quality work sponsors by not assigning replacement youth was a more frequent sanction than formal cancellation of work sponsorship.

There was intensive private sector job development at over half of the Entitlement sites and a growing emphasis on the development of private sector positions at several Tier I sites. Since private sponsors generally employed only one participant, the number of job development transactions to recruit private sponsors was at least as great as the intensity of job development for public and non-profit sponsors, even though private sector job hours accounted for about one-fifth of all participant job hours. Preliminary analysis indicates that private sponsors generally saw benefits to themselves in their decisions to participate, although a large proportion also cited more altruistic reasons. Most anticipated problems, and most reported problems, involved difficulties supervising youth. A smaller share of responses to "anticipated risks and suggestions for improvement" pointed to poor program administration practices.

CHAPTER 5

FULFILLING THE SCHOOLING REQUIREMENTS

Introduction

The link between work and education is central to the Entitlement. Two major program goals are the completion of school by students who might otherwise drop out, and the return to school of those who have already left it. It is hoped that a job will serve as the incentive to do this.

The Youth Act states that schooling must be provided to participants "in a secondary school for the purpose of acquiring a high school diploma or in a program leading to a certificate of high school equivalency." However, an Entitlement participant must, according to the program guidelines, meet minimum academic and attendance standards established by local education agencies, and schools are required to supply monthly attendance and performance data to prime sponsors so that these standards can be enforced. Thus, the provision of educational programs leading to a high school certification or its equivalency and the enforcement of certain standards are the minimum responsibilities of the schools. The standards, both academic and attendance, form the basis for the more major and problematic responsibility of both schools and prime sponsor.

Cooperation between school systems and prime sponsors is implicit in the program guidelines. Some school systems and manpower operators have established a working relationship over the years, but many have not. A smooth and productive working relationship between manpower and schools is, however, dependent upon the ability of these agencies, which have both overlapping and different missions with respect to youth and employment, to overcome organizational and philosophical differences. Entitlement offers an opportunity in which to explore the conditions under which coordination works successfully.

This chapter will begin by addressing the operational issues that have emerged during attempts to adhere to the basic program model. This is followed by a brief description of the educational programs available to Entitlement youths who are in or returning to school. The discussion will then focus on the degree to which Entitlement integrates academic education with the world of work. While Entitlement is appropriately described as a job guarantee, conditioned on school attendance and performance, the tie between school and work suggests that schooling linked to work in some substantive way would be appealing to the target population. This chapter, therefore, also examines other school responses to Entitlement that go beyond the basic program model.

Operational Issues

Attendance and performance standards. The Youth Act did not set specific school standards in recognition of the fact that standards would have to vary considerably by locality. The implication was, however, that clear-cut school performance standards, though differing by site, were part of normal operating procedures for the schools. Schools, however, for the most part, had none that applied. Prime sponsors found that when school performance standards did exist, they varied not only by locality; they varied within localities and from school to school. As a result of this myriad of school-related performance standards, prime sponsors were placed in the position of individually negotiating with school systems on the setting of special Entitlement standards for their areas. This process led to standards of varying specifications which were established throughout most of the demonstration by September 1978, and reformulated in the spring of 1979. Tables 5-1 and 5-2 record the individual requirements. In general, academic performance standards for Entitlement participation reflects the necessity of an overall passing average in major subject areas of a "D", or 1.0 on a 4.0 scale.

Attendance standards for in-school youths were easier to define than academic performance standards. They simply define the minimum amount of time a youth must spend in classroom instruction to be eligible for course credit, regardless of the course grade. In all Tier I sites, except Mississippi, attendance policies on class absences range from five allowed per marking quarter to no more than 25 percent of class time during the semester. Although the state of Mississippi has a policy which seeks to classify any youth who has missed 20 consecutive days of school a drop-out, there are no Mississippi Entitlement districts with policies on classroom absenteeism.

Tables 5-1 and 5-2 show evidence of slightly more stringent attendance policies in the Tier II sites, with the notable exception of Philadelphia, where youths are allowed eight unexcused absences per report period before corrective action is considered. Excused absences, the verification of an absence by a written note from home, are not covered by school policy in any site.

Particular difficulties were encountered in establishing performance and attendance standards for General Equivalency Diploma (GED) pro-

TABLE 5-1

SCHOOL ACADEMIC AND ATTENDANCE STANDARDS IN THE YOUTH ENTITLEMENT DEMONSTRATION SITES FOR 1979, BY SITE

TIER I

	School Standards	
Site	Academic	Attendance
BALTIMORE	H.S.: 60 average GED: satisfactory progress	H.S.: no more than 4 unexcused absences per month GED: (none recorded)
BOSTON	H.S.: passing grades GED: satisfactory progress	H.S.: no more than 25% unexcused absences GED: (none recorded)
CINCINNATI	H.S.: "D" average[a] GED: satisfactory progress	H.S.: no more than 25% unexcused absences GED: (none recorded)
DENVER	H.S.: satisfactory performance in at least 2 out of 3 subjects GED: satisfactory progress	H.S.: no more than 5 unexcused absences per semester GED: (none recorded)
DETROIT	H.S.: passing grades in 3 subjects GED: satisfactory progress	H.S.: no more than 5 unexcused absences per semester GED: (none recorded)
KING-SNOHOMISH	H.S.: passing grades in one subject ("D" average) GED: passing grades in 2 subjects	H.S.: varies with each district GED: (none recorded)
MISSISSIPPI	H.S.: passing at least 2 subjects (committee review of individual cases) GED: satisfactory progress	H.S.: varies with each district GED: no more than 5 hours of unexcused absence from class per month

SOURCE: Budget extension proposals for the 1979-80 Entitlement year.

NOTES: The standards shown are for the 1978-79 school year, and represent levels of performance and attendance required of youth in the Entitlement Demonstration. They do not necessarily correspond to the standards for satisfactory performance applicable to all school youth.

[a] A change to "C" grade average is under consideration in Cincinnati.

TABLE 5-2

SCHOOL ACADEMIC AND ATTENDANCE STANDARDS IN THE YOUTH ENTITLEMENT DEMONSTRATION SITES FOR 1979, BY SITE

TIER II

Site	School Standards	
	Academic	Attendance
ALACHUA COUNTY	H.S.: "D" in at least 4 subjects GED: satisfactory progress	H.S.: Hawthorne: no more than 15 unexcused absences per semester Eastside: no more than 5 unexcused absences per grading period GED: (none recorded)
ALBUQUERQUE	H.S.: passing grades in three subjects GED: satisfactory progress	H.S.: no more than 5 unexcused absences per quarter GED (none recorded)
BERKELEY	H.S.: "C" average GED: satisfactory progress	H.S.: more than 3 unexcused absences in a 6-week period results in a conference with counselor GED: (none recorded)
DAYTON	H.S.: passing grades in 4 of 5 subjects GED: satisfactory progress	H.S.: no more than 15% unexcused absences GED: 75% attendance
HILLSBOROUGH	H.S.: (none recorded) GED: satisfactory progress	H.S.: no more than 7 absences per semester GED: (none recorded)
MONTEREY	H.S.: passing grades in 4 subjects GED: satisfactory progress	H.S.: no more than 2 unexcused absences per semester GED: must attend at least 4 hours per week
NEW YORK	H.S.: 65 average in at least 2 subjects GED: satisfactory progress	H.S.: no more than 5 consecutive unexcused absences; no more than 3 discrepancies between school and work attendance GED: (none recorded)
PHILADELPHIA	H.S.: "D" average GED: satisfactory progress	H.S.: no more than 8 absences for report period GED: (none recorded)
STEUBEN COUNTY	H.S.: 65 average GED: satisfactory progress	H.S.: absence from school means absence from work GED: must attend at least 6 hours per week
SYRACUSE	H.S.: passing grades in 80% of courses GED: satisfactory progress	H.S.: 80% attendance GED: (none recorded)

SOURCE and NOTES: Refer to Table

grams, which are characterized by flexibility in grading and a concern for individual progress. GED programs do not use grades at all; rather, progress toward the degree is noted on a satisfactory/unsatisfactory basis. Since grades are non-existent, adequate performance is generally viewed only in terms of attendance.

Chronic attendance problems, noted throughout the demonstration, are typified by Baltimore's Harbor City Learning Program where, in the spring of 1979, attendance ran between 35 and 50 percent in most of the program clusters. The reasons for such poor attendance in many of the programs servicing the drop-out population, even prior to Entitlement, is usually attributed to the special problems of the target population as well as inadequate knowledge of how best to intervene programmatically. Dissatisfied with the slack attendance rates, however, the prime sponsor in Baltimore has not only moved to restructure public GED programs for the fall of 1979, but has also revised attendance policies based on a feeling that youths are in need of more structure, not less. Most sites are relying on improved data collection procedures and a carefully worked out warning process to improve the attendance problem.

Enforcement of standards. The assumption on the part of prime sponsors that standards were part of local education policy naturally enough included enforcement as part and parcel of the local education agencies' (LEAs) normal operating procedure. That, however, was not the case. The problem throughout the larger Tier I projects, in terms of enforcement of both attendance and performance standards for the demonstration, has been two-fold: the availability of performance data on a monthly basis, and the cooperation of school personnel in its collection and in the enforcement process. The situation suggests that it is almost impossible to impose performance standards and expect them to be enforced in a school program without personnel to handle the process.

The quality of the monthly data has left much to be desired from the prime sponsor's point of view in all Tier I sites and in many of Tier IIs. In terms of attendance, the data are often late, and only the most glaring infractions are noted. As for grades, the school system's normal practice of issuing grades every six to twelve weeks and not monthly, places a data collection burden on school systems which is especially difficult, given the decline in support staff presently experienced by most districts. Various methods of circumventing this problem have been tried by prime sponsors in all sites where data collection is a concern. In some instances exceptions to the monthly requirement have been made. In others, Entitlement personnel, usually counselors, are used in some way to facilitate the process. However, many counselors have complained that the inordinate amount of time spent on data collection limits the amount of time they have available for counseling youths.

Baltimore and Boston in Tier I sites and Alachua in Tier II, in recognition of the disjuncture between school performance reporting periods and those in the guidelines, placed educational liaisons in each of their high schools with large Entitlement populations. While the primary function of these liaisons is to provide counseling services to Entitlement youths, they are also responsible for the collection of monthly performance and attendance data. Though liaison behavior is circumscribed by individual school administrators, as of June 1979, most, if not all, had established cordial, reciprocal working relationships with school guidance counselors and administrators.

The role of the liaison has been an important one at these sites. The grade point averages of Entitlement participants is made even more meaningful by the counseling sessions held periodically with youths about their performance. In addition, these liaisons keep monthly attendance data and determine, by direct contact with youths, whether absences are excused or unexcused. The assumption of this task, burdensome for individual classroom teachers, and impossible for school guidance personnel who are responsible for several hundred youths, serves school as well as prime sponsors' interests. The schools in Boston and Baltimore are satisfied that some form of due process has been preserved, that the information is accurate because responsibility has been clearly defined. The prime sponsors in turn have data which are not only timely, but can be counted on for accuracy.

This process, as used by Baltimore, Boston and Alachua, appears to accomplish what can be more informally done in many of the remaining Tier II sites. In Monterey, for example, where the Entitlement office is located in the school, and prime sponsor and school staff both espouse the necessity of rigorous performance standards, enforcement is a smooth part of operating procedures. Further, in some Tier II sites, the stipulation that youths not attending school on a particular day not be allowed to work that day is also rigorously enforced. Given the intimacy of the smaller sites and the fact that in five of these projects the schools are the managing agent, both Entitlement counselors and school personnel are familiar with individual youths and phone employers when youths are not in school. Conversely, in Monterey, employers phone school personnel when youths do not report to a worksite. The arduous task of tracking the attendance of youths in Tier I projects is greatly simplified in the more personal atmosphere of many Tier II projects.

A remaining enforcement problem is prime sponsor reluctance to terminate intractable youths, as specified in the program regulations. To respond to the schools' desire for a fair and individualized approach to youths, as well as program regulations specifying a grievance procedure, if requested, as a precursor to termination, prime sponsors negotiated "due process" procedures for youths not meeting the performance standards. Though the process varies slightly, basically any youth found to be in non-compliance with program performance standards is placed on probationary status; non-compliance is followed by two warning notices, the first or second going directly to parents or a legal guardian. If there is no improvement, the case of the recalcitrant youth is forwarded to the prime sponsor for action.

In reality, prime sponsors have been slow to enforce standards and terminate youths. Where youths have actually been terminated, most notably in Boston and Baltimore among the Tier I sites, in Berkeley, Monterey and Alachua in Tier II projects, two results occurred. First, and most positive, there is reason to believe that the relationship between prime sponsor and school actually improved at some sites. In Boston and Baltimore enforcement, carried through with program termination based on school performance, played no small part in convincing school personnel that prime sponsors were concerned about the school performance of the youths, providing evidence, apparently, of a mutuality of mission. The second result -- large numbers of program terminations which reduce enrollment levels -- was more disturbing to administrators of both systems. For example, the termination of Entitlement participants for non-compliance with performance standards in Berkeley during the summer of 1979 reduced enrollment at one worksite from 48 to six.

Private, mostly community-based alternatives are flexible about enforcing standards, but are caught in a different bind. While most admit that leniency is counterproductive to school attendance, the schools are small and their funding -- based on participant enrollment -- is constantly in jeopardy from the dual threat of terminations for non-performance and the difficulty of recruiting out-of-school youths. Given the lower participation rates of out-of-school youths, as discussed in Chapter 3, the potential for conflict between an agency's self-interest and the enforcement of standards certainly exists.

School Programs Serving Entitlement Youths

There are basically four different types of school programs that provide education to Entitlement youths. Traditional public school programs service the greatest proportion of the Entitlement population, the in-school youths. Many public school systems also provide GED preparation, generally during evening hours. These GED classes, sometimes linked to Adult Basic Education programs, are intended to service both younger and older adults who desire high school certification. And, in addition to the traditional high school programs and GED preparation courses, there are publicly-sponsored alternative high schools attended by both in-school Entitlement participants and returning drop-outs. Many of these publicly administered alternatives provide diploma and GED options to their enrollees. Finally, there are a large number of independently run, generally community-based alternative programs offering GED preparation.

Tables 5-3 and 5-4 provide a summary of the school programs available throughout the demonstration, the approximate number of Entitlement youths enrolled in them in spring 1979 and the number of instructional hours provided. Following them are generalized descriptions of the educational services that were available to Entitlement youths that could be immediately used by Entitlement participants to fulfill the schooling requirements. The community-based programs were, however, available only on a limited basis prior to Entitlement.

Traditional school programs. Traditional public school programs are subject to state requirements, which mandate course content as well as the number of instructional hours which must be successfully completed by students before credit can be awarded. Almost universally, these requirements, coupled with electives, necessitate the scheduling of a six- or seven-hour day, usually running from 8:00 or 8:20 a.m. to 2:30 or 3:00 p.m.

Only in a few sites have there been new linkages between school and work. In sites where educational linkages with the business community had been cultivated prior to Entitlement -- most notably in Baltimore, to some degree in Detroit and to a lesser extent in Boston -- curricula linkages between the academic and world-of-work skills were available to youths as a matter of course. In Detroit, for example, youths participating in an educational program designed to address specialized voca-

TABLE 5-3
DISTRIBUTION OF YOUTH ACROSS EDUCATIONAL PROGRAMS BY TYPE OF PROGRAM AND BY SITE IN THE YOUTH ENTITLEMENT DEMONSTRATION[a] - SPRING 1979
TIER I

Type of Educational Program[b]	Categories	Baltimore	Boston	Cincinnati	Denver	Detroit	King - Snohomish	Mississippi
Traditional Public High Schools	Number of Schools	13	19	6	9	5	46	57
	Approx. No. of Youth Served	6400	4700	1750	1500	3700	1200	4650
	Typical Hours Per Day or Schedule	6 hrs.	6 hrs.	6 hrs.	6 hrs.	6 hrs.	6 hrs.	6 hrs.
Alternative High Schools (H.S. Diploma and/or GED Preparation)	Number of Programs	4	1	5	5	1	31	1
	Approx. No. of Youth Served	400	40	380	180	180	130	50
	Typical Hours Per Day or Schedule	3-6 hrs.; am/pm	3-6 hrs.	6 hrs.	3-6 hrs.	3 hrs.; pm	3-6 hrs.	6 hrs.
Adult Public GED (GED Preparation Only)	Number of Programs	3	7	1[c]	-	2	6	1[d]
	Approx. No. of Youth Served	130	50	200	-	150	250	450
	Typical Hours Per Day or Schedule	3 hrs.; am/pm	3 hrs.; am/pm	3 hrs.; pm	-	3-6 hrs.; am/pm	3 hrs.	6 hrs.
Independent GED	Number of Programs	4	12	1	2	30+	4	-
	Approx. No. of Youth Served	500	400	270	200	140	80	-
	Typical Hours Per Day or Schedule	3-6 hrs.; am/pm	3-6 hrs.	3 hrs.	3 hrs.	3 hrs.; am/pm	3 hrs.	-
Private Schools	Number of Schools	3	9	7	2	13	5	-
	Approx. No. of Youth Served	75	750	20	20	120	15	-
	Typical Hours Per Day or Schedule	6 hrs.	6 hrs.	6 hrs.	6 hrs.	6 hrs.	6 hrs.	-

SOURCE: Tabulations of Enrollment Forms in the Youth Entitlement Information System and Reports from Outstationed Monitors

NOTES: a) These figures show the approximate distribution of Net-On-Board (N.O.B.) youth in March, 1979.
As discussed in chapters 3 and 4, the N.O.B. figures include youths in pending and on-hold status.
b) Only programs serving Entitlement youth in Spring, 1979, have been cited.
c) Cincinnati's one public GED program has 39 locations.
d) The Mississippi Entitlement area's one public GED program has 18 locations.

TABLE 5-4

DISTRIBUTION OF YOUTH ACROSS EDUCATIONAL PROGRAMS BY TYPE OF PROGRAM AND BY SITE IN THE YOUTH ENTITLEMENT DEMONSTRATION[a] - SPRING 1979

TIER II

Type of Educational Program[b]		Alachua	Albuquerque	Berkeley	Dayton	Hillsborough	Monterey	New York	Philadelphia	Steuben	Syracuse
Traditional Public High Schools	Number of Schools	3	4	10	5	1	1	55	1	6	4
	Approx. No. of Youth Served	140	330	550	40	70	130	580	160	80	500
	Typical Hours Per Day or Schedule	6	6	6	6	6	6	6	6	6	5
Alternative High Schools (H.S. Diploma and/or GED Preparation)	Number of Programs	4	3	2	2	-	1	1	1	-	2
	Approx. No. of Youth Served	25	40	10	3	-	10	6	1	-	60
	Typical Hours Per Day or Schedule	6	6	6	6	-	6	6	6	-	6
Adult Public GED (GED Preparation Only)	Number of Programs	-	1	6	1	-	-	1	-	-	2
	Approx. No. of Youth Served	-	5	15	2	-	-	35	-	-	20
	Typical Hours Per Day or Schedule	-	3	3	3	-	-	3	-	-	3
Independent GED	Number of Programs	-	-	-	-	1	-	1	1	1[c]	1
	Approx. No. of Youth Served	-	-	-	-	40	-	1	1	20	1
	Typical Hours Per Day or Schedule	-	-	-	-	3	-	3	3	6	3
Private Schools	Number of Schools	-	-	11	-	-	-	N/A	1	-	2
	Approx. No. of Youth Served	-	-	60	-	-	-	10	2	-	5
	Typical Hours Per Day or Schedule	-	-	6	-	-	-	6	6	-	6

SOURCE: Tabulations of Enrollment Forms in the Youth Entitlement Demonstration Information System and Reports from Outstationed Monitors

NOTES:
a) These figures show the approximate distribution of Net-On-Board (N.O.B.) youth in March, 1979. As discussed in chapters 3 and 4, the N.O.B. figures include youth in pending and on-hold status.
b) Only programs serving Entitlement youth in Spring, 1979, have been cited.
c) Steuben County's independent GED program has two locations.

N/A=Data not available at this time

tional areas, spend the morning in a core curriculum comprised of basic academic subjects. The afternoon is spent in special vocational courses such as food preparation or aeronautical mechanics. Part of the afternoon might even be spent in on-the-job training. For the remainder of sites, programs available to Entitlement participants in traditional secondary schools reflect only the federal, state and local initiatives which preceeded Entitlement.

Secondary schools have also run programs under such titles as work study, work experience and cooperative education, which, for convenience, fall under the rubric of work release programs. The central idea is that students attend school part of the time and work the other part of the time. In recent years, many of these programs have been "enriched" and labeled "cooperative education" to distinguish them from federally sponsored work-study programs which aim at income supplementation for disadvantaged students.

Alternative schools: Diploma and/or GED Public alternative programs have generally offered more specialized curricula than traditional school programs. In addition to special program offerings not always available in traditional high schools, many alternatives offer youths the option of GED preparation or matriculation in a diploma program. Such programs afford a more individualized instructional approach than traditional high school programs, more structured guidance facilities, specially trained faculties, special equipment and more vocationally oriented curricula than do the traditional school programs. Some provide individual tutoring, life skill classes and day care. In typical public alternatives, Entitlement youths are "plugged into" existing services, and schedules are individualized to accommodate the part-time jobs. Instructional time varies from program to program, but the minimum is 15 instructional hours per week. Many programs, however, operate on a traditional time schedule.

All Tier I sites, with the exception of Mississippi,[1] had alternative programs with academic and/or general diploma options available prior to Entitlement, although Boston's were limited enough in number to be properly characterized by the prime sponsor as inadequate. Tier II sites ranged from a system of alternatives in Syracuse (where an administrative goal is to shift marginal performers into an alternative before they have a chance to drop out) to a limited number of alternatives in seven sites, and no alternatives in Alachua or Monterey, where the one alternative fell prey to Proposition #13.

Adult GED Public school programs for drop-outs are most generally GED preparation courses. These courses, designed for people who are at least 18 years old, were available throughout the demonstration sites, with the exception of Mississippi and Alachua, prior to Entitlement. Course content focuses upon instruction in basic academic skills and subject content necessary to pass the standardized G.E.D. examination. They are, for the most part, restricted to evening hours in order to accommodate a population that works during the day.

Independent GED Since these programs are private, do not grant diplomas and are often not state certified, credit for course work or time spent in instruction is not at issue. Theoretically, any person above 18 could walk in and register for the G.E.D. exam. Practically speaking, however, the difficulty of the exam itself makes instruction essential for most. Most programs provide a minimum of six hours of instruction per week, but some provide considerably more, often as many as 15. Although content is similar to that provided by public G.E.D. programs, private programs, by their very nature, are often more community-connected and less formal. Faculty are frequently described as client advocates, since the services they provide often extend beyond the classroom setting.

---

[1] Hattiesburg has one alternative program for difficult to service in-school youths.

Typical class size is from three to ten, which allows close student-teacher relationships in a tutorial-like setting. While most instructors are certified personnel, often from the surplus ranks of the public school system, few seem to have specialized training in learning disabilities, supplemental instruction or guidance, even though they are called upon to provide these services. Many programs, not unlike the public programs, are plagued by behavior patterns generally associated with drop-out youths: pregnancy and dependent children often interfere with regular attendance, as do poor health, personal and family problems, court appearances, and the lack of motivation often associated with low self-esteem brought about by unsuccessful academic experience.

Entitlement Participation Among School Providers

As seen in Tables 5-5 and 5-6, almost 52,000 Entitlement youths fulfill their schooling requirement in high school degree granting programs -- about 89 percent of all youths for whom school enrollment

TABLE 5-5

DISTRIBUTION OF YOUTHS ENROLLED IN THE ENTITLEMENT DEMONSTRATION THROUGH AUGUST 1979, BY CURRENT SCHOOL STATUS AND EDUCATIONAL STATUS IN THE SEMESTER PRIOR TO ENROLLMENT

TIER I

Site and Current School Status	Total Youths Enrolled[a]	Percentage Distribution by Prior Educ. Status			
		In High School	In GED Program	Not in School	Total
Baltimore					
In High School	11,883	91.4	0.2	7.9	100.0
In GED Program	1,199	11.4	19.6	68.2	100.0
Boston					
In High School	8,074	96.4	0.2	1.9	100.0
In GED Program	735	16.6	20.4	62.7	100.0
Cincinnati					
In High School	3,674	98.3	0.2	1.4	100.0
In GED Program	687	16.7	31.0	52.1	100.0
Denver					
In High School	3,306	96.8	0.3	2.8	100.0
In GED Program	1,018	28.1	24.7	46.9	100.0
Detroit					
In High School	7,023	97.2	0.2	2.1	100.0
In GED Program	956	20.6	24.9	53.5	100.0
King-Snohomish					
In High School	3,801	96.9	0.4	2.5	100.0
In GED Program	610	30.8	14.3	54.3	100.0
Mississippi					
In High School	8,934	99.2	0.0	0.7	100.0
In GED Program	791	8.8	33.4	56.9	100.0
TOTAL TIER I					
In High School	46,695	96.0	0.2	3.3	100.0
In GED Program	5,996	18.6	24.0	56.8	100.0
TOTAL DEMONSTRATION					
In High School	51,979	96.1	0.2	3.1	100.0
In GED Program	6,386	19.2	24.8	55.3	100.0

SOURCE: Tabulations of Enrollment Forms in the Youth Entitlement Demonstration Information System

NOTES: The data cover all enrollments in the 7 Tier I sites of the Youth Entitlement Demonstration during the period from February 1978 through August 1979.

Percentage distributions may not add exactly to 100.0 because of the existence of some enrollments where prior educational status was not specified. This accounts for .8% of all Enrollment Forms.

[a] "Total Youths Enrolled" includes only those youths whose Enrollment Forms indicated their current school status. This represents 98.6% of all enrollments in the Demonstration.

TABLE 5-6

DISTRIBUTION OF YOUTHS ENROLLED IN THE ENTITLEMENT DEMONSTRATION THROUGH AUGUST 1979, BY CURRENT SCHOOL STATUS AND EDUCATIONAL STATUS IN THE SEMESTER PRIOR TO ENROLLMENT

TIER II

Site and Current School Status	Total Youths Enrolled[a]	Percentage Distribution by Prior Educ. Status			
		In High School	In GED Program	Not in School	Total
Alachua County					
In High School	324	98.5	0.6	0.6	100.0
In GED Program	4	75.0	25.0	0.0	100.0
Albuquerque					
In High School	771	93.1	0.1	4.4	100.0
In GED Program	16	31.3	18.8	43.7	100.0
Berkeley					
In High School	943	95.6	0.1	4.4	100.0
In GED Program	29	31.0	27.6	37.9	100.0
Dayton					
In High School	65	96.9	0.0	3.1	100.0
In GED Program	5	60.0	20.0	20.0	100.0
Hillsborough					
In High School	157	96.8	0.0	1.9	100.0
In GED Program	55	32.7	16.4	50.9	100.0
Monterey					
In High School	235	98.7	0.0	1.3	100.0
In GED Program	32	28.1	31.3	40.6	100.0
New York					
In High School	889	99.1	0.1	0.3	100.0
In GED Program	47	8.5	87.2	4.3	100.0
Philadelphia					
In High School	355	99.4	0.0	0.3	100.0
In GED Program	1	0.0	100.0	0.0	100.0
Steuben County					
In High School	188	94.1	1.1	3.7	100.0
In GED Program	73	30.1	1.4	64.4	100.0
Syracuse					
In High School	1,357	98.2	0.2	1.2	100.0
In GED Program	128	29.7	57.8	10.9	100.0
TOTAL TIER II					
In High School	5,284	97.1	0.2	1.5	100.0
In GED Program	390	28.5	38.2	31.5	100.0
TOTAL DEMONSTRATION					
In High School	51,979	96.1	0.2	3.1	100.0
In GED Program	6,386	19.2	24.8	55.3	100.0

SOURCE: Tabulations of Enrollment Forms in the Youth Entitlement Demonstration Information System.

NOTES: The data cover all enrollments in the 10 Tier II sites of the Youth Entitlement Demonstration during the period from February 1978 through August 1979.

Percentage distributions may not add exactly to 100.0 because of the existence of some enrollments where prior educational status was not specified. This accounts for .8% of all Enrollment Forms.

[a] "Total Youths Enrolled" includes only those youths whose Enrollment Forms specified their current school status. This represents 98.6% of all enrollments in the Demonstration.

data is available. More than 96 percent of these youths had been enrolled in high schools in the semester prior to Entitlement. Of the remaining youths enrolled in high school programs, as of August 1979, slightly more than 3 percent had been out of school the semester prior to Entitlement enrollment, and less than 1 percent had been in a GED program.

Over 6,000 or 11 percent of the Entitlement participants fulfilled their schooling obligations in GED programs, and 94 percent of these participants are in Tier I sites where GED preparation is generally more available. One quarter of these youths had been in GED preparation programs prior to enrollment in Entitlement, but over 55 percent were not attending school at all in the semester prior to enrollment. Of the remaining youths in GED programs, 19 percent had been enrolled in a high school program in the semester prior to Entitlement participation.

Table 5-7 illustrates that in Tier I sites, 32 percent of the Entitlement youths in GED programs attended those provided in public schools, whereas almost 50 percent were in community-based programs. It should be noted, however, that participation in privately administered GED programs may well be a function of out-of-school recruitment procedures used in some of the Tier I sites. Where the proportion of community-based enrollments is highest, the recruitment of out-of-school youths has been subcontracted to private agencies such as SER Jobs for Progress and Opportunities Industrialization Centers (OIC) in Denver, Cincinnati Committee for Youth, a variety of agencies in Boston, and Chrysler Institute in Detroit which, upon intake, chooses from a list of almost 40 private providers for educational placements. In Tier II sites, where there were fewer independent GED options than in Tier I

TABLE 5-7

DISTRIBUTION OF YOUTHS ENROLLED IN THE ENTITLEMENT DEMONSTRATION THROUGH AUGUST 1979, WHO WERE IN AN EQUIVALENCY DEGREE PROGRAM AT THE TIME OF ENROLLMENT BY SITE AND PROVIDER OF THE GED PROGRAM

Site	Total Youths in an Equivalency Degree Program Prior to Enrollment[a]	Percentage Distribution by GED Provider[d]			
		Public Schools	Other Schools[b]	CBO's and Other[c]	Total
TIER I					
Baltimore	1,199	56.3	35.2	8.5	100.0
Boston	735	13.4	31.1	55.5	100.0
Cincinnati	687	46.7	0.0	53.3	100.0
Denver	1,018	16.6	1.0	82.4	100.0
Detroit	956	23.2	2.0	74.8	100.0
King-Snohomish	610	18.3	61.4	20.3	100.0
Mississippi	791	51.2	16.4	32.4	100.0
Total Tier I	5,996	32.1	18.1	49.8	100.0
TIER II					
Alachua County	4	0.0	100.0	0.0	100.0
Albuquerque	16	66.7	11.1	22.2	100.0
Berkeley	29	23.5	41.2	35.3	100.0
Dayton	5	100.0	0.0	0.0	100.0
Hillsborough	55	3.9	0.0	96.1	100.0
Monterey	32	100.0	0.0	0.0	100.0
New York	47	93.0	2.3	4.7	100.0
Philadelphia	1	0.0	0.0	100.0	100.0
Steuben County	73	8.5	0.0	91.5	100.0
Syracuse	128	69.2	1.7	29.1	100.0
Total Tier II	390	52.1	3.6	44.3	100.0
TOTAL DEMONSTRATION	6,386	33.3	17.2	49.5	100.0

SOURCE: Tabulations of Enrollment Forms in the Youth Entitlement Demonstration Information System.

NOTES: The data cover all enrollments in the 17 sites of the Youth Entitlement Demonstration during the period from February 1978 through August 1979.

Percentage distributions may not add exactly to 100.0 because of rounding.

[a] "Total Youths" includes only those youths whose Enrollment Forms indicated they were in an equivalency program at the time of enrollment.

[b] "Other Schools" includes junior colleges and private trade schools.

[c] Programs provided by community-based organizations and others.

[d] Percentage distribution is based on those enrollments where GED provider was specified. This represents 85% of the GED enrollees.

sites, 52 percent of the GED participants attended public school programs, and 44 percent attended community-based programs. The remaining youths in GED programs throughout the demonstration received their preparation from junior college or private trade school providers.

While there may be some concern that 19 percent of the GED participants in Tier I and 29 percent in Tier II had been high school participants in the semester prior to enrollment in Entitlement, the possibility exists that youths who switched from high school programs to GED programs in order to fulfill their Entitlement schooling requirement would have become high school drop-outs instead.

The Integration of Entitlement and Schools

In addition to the role of schools as required by the program model, the potential existed for schools to play a significant part in the enhancement of the Entitlement concept. As noted earlier, both in-school and out-of-school youths could be expected to find education more attractive if a substantive link between school and the work component of the program could be established. Once adequate recruitment practices and guideline requirements became part of the standard operating procedures, linkage between school and the world of work might be forged. This could conceivably be achieved through a schedule for youths flexible enough to accommodate school and work in a normal day; formal recognition of work experience through the awarding of academic credit for work experience; and more appropriate course content and new teaching approaches in line with the Entitlement work experience.

Flexible scheduling. To maintain a minimum of ten hours of employment per week during the school year, prime sponsors in many sites sought the cooperation of schools for early dismissals. Where youths are employed in the public sector or in retail establishments that close at 5:00 p.m., in cases where travel time to worksites can exceed an hour, and in sites where part-time employment exceeds the minimum ten hours, the need for early dismissal becomes a pressing issue. These problems are most acute in Mississippi, where worksites can be far from schools and public transportation is almost non-existent, and in other rural sites like Hillsborough and Steuben.

Throughout the demonstration, therefore, flexible scheduling on a case-by-case basis, negotiated between prime sponsors and local school systems, has occurred. However, the many scheduling constraints faced by school systems because of factors external to Entitlement have precluded comprehensive policies on flexible hours, and changes in school hours back to normal 3:00 dismissal in some sites as of fall 1979, were viewed by prime sponsors as a "step backward." The treatment of flexible scheduling is a case history of the problems encountered in Entitlement.

Initially, almost all school systems found flexible scheduling difficult. Programming schedules for the spring of 1978 had already been arranged prior to Entitlement implementation in the schools' mid-term. Administrative confusion resulted as the scheduling needs of a large proportion of enrollees had to be dealt with during that spring, although Tier II sites experienced less difficulty, largely as a result of the smaller number of enrollees. During the 1978-79 school year, however, it appeared as if the most critical scheduling problems had been resolved:

Baltimore had 2:00 p.m. dismissals for the entire district which eased many of the problems in that site. Boston, with a flexible campus program already operative, seemed to function well. Other prime sponsors worked out agreements with school subcontractors, and the placement of many enrollees in school worksites, coupled with evening job development, did much to alleviate the situation. Still, an undercurrent remained; prime sponsors complained throughout the year that while some flexibility existed, schools were not flexible enough to accommodate a "proper" job match for the students.

Many schools have now recanted their 2:00 p.m. dismissals for the 1979-1980 academic year -- Detroit, King-Snohomish, plus Baltimore, Philadelphia and Albuquerque, and scheduling problems resulted. It is not clear, however, that these scheduling problems can be laid squarely on the schools' doorsteps. Most traditional school programs, where flexible scheduling is not normal procedure, are constrained in this area by several factors. First, and least susceptible to maneuverability, are state requirements that mandate the number of hours a youth must spend completing prescribed subject material. For example, during the fall of 1978, the Michigan State Board of Education instituted a policy requiring 900 hours of instruction for graduation eligibility. The new policy required the Detroit Board of Education to increase class sessions from 45 to 55 minutes and to add a seventh period to the heretofore six-period day. Although seniors with sufficient credit for graduation are allowed early dismissal as a matter of course, early dismissals for Entitlement sophomores and juniors have to be negotiated by the prime sponsor with individual school principals.

The second constraint is the prescribed number of credits a student must earn for high school graduation. Schools arrange their program schedules to meet these requirements, around the size of the population to be served, and, to the extent permitted by local tax revenues, to allow for program electives. As local tax revenues and student enrollments decline, as they have across the country, teaching forces are reduced. The impact on scheduling is that fewer of the same courses are offered through the day, limiting student and flexible scheduling options considerably.

Although there is no way at present to judge fairly the personal intractability of individual sites in the demonstration on this issue, all sites are operating under these constraints to varying degrees. In addition to the Cincinnati Public Schools' near bankrupt position, and the less severe fiscal constraints faced by all schools in the demonstration, the Denver and Boston public school systems have an additional one: they are operating under court-ordered desegregation plans and concomitant busing, complicating general policies on flexible scheduling.

Adding to these specific constraints is the general defensiveness on the part of schools surrounding minimum competency requirements imposed by state boards of education. This issue serves to reinforce the view that the main function of schools is to provide schooling, not work. As such, it must be considered a potential problem vis-a-vis flexible scheduling.

While flexible scheduling continues on an individual case basis -- Entitlement seniors generally having schedule choices over juniors, and juniors receiving priority over sophomores, with all Entitlement youths excused from later afternoon study halls -- comprehensive scheduling policies for Entitlement youths appear to be an expectation of the past. They should not be viewed as a realistic possibility for the future.

Credit for work. For Entitlement youths enrolled in GED preparation programs, academic credit for work is not an issue. For youths in diploma-granting programs, several factors have impinged upon changes in established school policy. First, public schools do not determine credit eligibility in a vacuum; state and local regulations define the parameters for allowing such credits. At the local level, educators' concern about the "back-to-basics" movement, a sensitivity to charges of the corruption of academic standards, and a "turf protection" -- which is reflected in a resistance to any determination of what is credit-worthy by outsiders -- have made change difficult. In fact, it is precisely this resistance which requires that credit be awarded for worksites only approved by the schools in many sites, and causes sites like Boston and Philadelphia, which have institutionalized work-study programs, to refuse to grant credit for Entitlement work experience.

The importance of credit for work lies in its potential as a mechanism to institutionalize the Entitlement work experience so that it can claim a legitimate place alongside other accredited work-study programs. Credit for Entitlement work could provide a substantive linkage between vocational/occupational educators and Entitlement. Although gains were made, as discussed below, the actual substantive linkage between course work and job experience, and the linkages between vocational/occupational educators and Entitlement have generally not materialized.

Prior to Entitlement, Denver, Cincinnati, King-Snohomish, Boston and Baltimore all allowed academic credit for work experience provided that standards, set by individual schools as to what constituted a credit-worthy work experience, were met. King-Snohomish's credit policies, for example, vary by school district as to what is considered suitable, as well as to how many credits can be awarded. Boston also provides credit for work, provided that worksites are part of the legitimate work-study structure. Baltimore awards one-half of one academic credit for 132 hours of steady work experience.

In the two remaining Tier I sites, a new policy from the State Department of Education allows Detroit to award five hours of credit for those in alternative programs with a work-related component. In Mississippi a new state department policy provides credit for work as long as worksites are deemed credit-worthy by local school districts. In this instance, these policies can be considered a direct program result.

Tier II sites illustrate the same range of approach as Tier I; many of these sites had policies on credit for work prior to Entitlement. To give some examples, Albuquerque offers one academic credit per semester for each 240 work hours and participation in job readiness courses, plus an additional credit for a special course and full-time work during the summer. Berkeley's program allows the possibility of accruing 40 academic credit hours of the 220 necessary for certification to regular and alternative high school students who are under the supervision of a state certified work experience counselor, provided the caseload does not exceed 125 youths.

Although there have been no major changes since the last interim report in April 1979, it is relevant to note that some progress has been made. In Dayton the school board has conferred official work-study status on the Entitlement program for the coming year. This decision also permits the awarding of credit retroactively for youths who are still program participants. Steuben County still does not award graduation credit for work, but three community college credits are granted for a satisfactory term paper written upon completion of a theatre arts program.

Entitlement's Impact on School Programs

Programmatic linkages. The most undeniable contribution of Entitlement to school programming has been the proliferation and expansion of GED programs both publicly and privately administered. In both Tier I and Tier II sites, some prime sponsors like Mississippi, King-Snohomish and Berkeley subcontracted with public school systems and/or local colleges within Entitlement areas to provide daytime GED preparation for Entitlement youths rather than just evening courses. In addition, several sites, most notably in Tier I, viewed the Entitlement program, with its emphasis on a return to school for the drop-out population, as an opportunity to expand or to establish new educational services designed especially for this target population. These were generally more comprehensive than traditional GED programs.

Several sites ran into a problem when dealing with out-of-school youths in these programs. Baltimore, for example, along with a few other sites that administer some form of test for placement purposes, found a wide range of skill levels among the youths tested. They discovered far too many youths functioning below the fifth grade level in basic academic skills, and too few functioning at or near an eighth grade skill level, which is essential for appropriate placement in a GED preparation program or regular high school curriculum. Baltimore is exemplary in this instance because it is a site in which the prime sponsor and the school system designed and implemented educational programs for out-of-school youths built on a range of skill needs.

While this kind of planning between prime sponsor and educational agencies serves identified educational needs of the target population, the real issue, given the advanced age and the low skill level of returning out-of-school youths relative to the in-school population, is the practicality of a public policy designed in part to attract out-of-school youths back into a secondary school setting to complete high school, but one which cannot serve youths beyond the age of 20. The indications of educational deprivation that have surfaced from many placement procedures and the fact that close to 50 percent of the returning drop-outs are 18 or over, may render the program goal of high school completion for some out-of-school youths untenable by the age of 20.

There are, however, advantages in having these institutionally linked GED programs. They tend to have greater resources, both fiscal and personnel, which enable a more intensive service delivery in terms of supplemental material for the correction of skill deficiencies and the ancillary services necessary for diagnosis, prescription and guidance. On the other hand many prime sponsors, as well as youths, cite the community-connectedness, the less formal, more advocate-oriented nature of the community-based programs as positive advantages.

It can only be concluded from this discussion that with the exception of the new and expanded public GED programs and the proliferation of community-based programs, the programmatic changes in public school systems attributable to Entitlement are negligible with the exception of those purchased with Enrichment funding, a program facilitator which will be discussed below. This non-response, the absence of curricula or service improvements on the part of public schools, deserves some elaboration. The characterization of schools as behemoth bureaucracies resistant to change has become a cliche requiring little additional comment. Beyond that, however, lie additional inhibitions.

First, unlike other programs contained in the YEDPA initiatives, Entitlement offered no automatic financial incentives to stimulate school responsiveness, such as YETP's 22 percent set-aside.[1] Generally speaking, some type of fiscal incentive has been a necessary, if not sufficient, precursor to program innovation.

Second, as expressed by school administrators, are the practical and political problems created for school systems when they respond programmaticly to federal or state initiatives that are short-term. Practically, neither sufficient staff nor dollars are available to do that. Politically, by creating new school programs to complement or enhance the basic Entitlement model, it is possible that a constituency for these programs will be created. When the federal initiative disappears, so do any resources attached to it. But professional staff and lay interest groups may prove less than sanguine about discontinuing these programs. The two and one-half year duration of Entitlement in a milieu of governmental retrenchment, especially in relation to education, is not considered by school administrators to be the fertile soil in which to start new educational programs.

---

[1] In authorizing the Youth Employment and Training Program (YETP), Congress mandated that 22 percent of the funds appropriated be set aside for programs for in-school youths operated by local educational agencies in cooperation with prime sponsors.

The involvement of professional groups in Entitlement, a factor which might motivate a programmatic response, is another story which warrants further study. CETA prime sponsors are not able to provide LEAs with program guidance; they have neither the professional standing in the education community nor the expertise to direct such change. However, the untapped professional resources of the vocational/occupational establishment within schools systems by both prime sponsors and school administrators is conspicuous by its absence in Entitlement. This resource might have been useful in movement toward a much needed update in manpower/school/vocational linkages. For example, presumably vocational educators can identify with the policy makers' belief that the educational system should be more than the traditional school system. Instead, what appears to be the case is the extent to which work and education are still isolated, one from another, even in the presence of linkages supposedly established between vocational/occupational educators and schools administrators, and even with the presence of Entitlement, a program which could help ameliorate the isolation.

The non-involvement of vocational/occupational staff in Entitlement planning at the local level has sometimes resulted, where it has been specifically observed, in a substantive duplication of program offerings.

Prime sponsors in some sites, for instance, have used Entitlement personnel to deliver world-of-work orientation and life-coping skills in schools where youths are already receiving the material through vocational school programs. The fact that more and/or better programs may have been needed is not as germane in the present context as is the suspicion that neither school administrators nor prime sponsors are familiar enough with what exists to engage in productive planning.

Despite the constraints to program change, some program and service additions have taken place as a result of Entitlement. Almost without exception, the prime sponsors, not the schools, have footed the bill for them--sometimes after cooperative planning with schools, as in Boston and Baltimore in the Tier I sites and in Albuquerque, Berkeley and Hillsborough, among Tier II sites. They have done this most often out of a sense of frustration, or out of ignorance on how to approach the schools or how to gain a response. The Entitlement experience has served, however, to identify two areas of need. Although the primary need is the school-work linkage that the program was designed to help explore, a second area is the need for remedial education and social/psychological intervention for the target population, one widely acknowledged by schools and prime sponsors as the program has matured.

Enrichments

While schools were generally active participants in the basic Entitlement model, by program design they generally received no fiscal incentives to build up specific educational components which could conceivably benefit participating Entitlement youths. The Enrichment component of Entitlement, designed as an add-on to the basic demonstration, gave prime sponsors the opportunity to augment the basic Entitlement design by providing educational and related services to enhance the likelihood of increased participation rates, length of stay and other favorable outcomes, beginning in the late spring of 1979. Financial grants were awarded after a qualitative review of Enrichment proposals, which were submitted to MDRC and approved by the Department of Labor.

While the ability of service deliverers to use Enrichment funds in a manner that enhances Entitlement's effect on the program goals will be more properly examined in a future report, it is important to note that over eight million dollars have been allocated to provide an array of services either previously non-existent or in short supply. Eleven Enrichments utilize schools directly to provide courses that either tie in to the world-of-work or provide remedial help to youths in academic difficulty. Eight Enrichments, some of which were developed in consultation with school personnel, provide "packages" of services, which are designed to improve self-esteem, attitudes toward work and school and cultural Enrichments. Six offer educational and vocational skill assessment and concomitant vocational training, and four Enrichments, developed cooperatively by prime sponsors and LEAs, offer vocational and educational services to sub-target groups within the Entitlement population, such as the handicapped, court-acquainted youths or the foreign born. Two others deal exclusively with transitional services, such as job search skills and the improvement of behavior appropriate to the world-of-work. Two rural sites have used Enrichment funds to purchase vans to provide transportation, and two sites have used a portion of the Enrichment funding to provide family day-care facilities for Entitlement youths with dependent children. Though very few of the Enrichments can be said to represent an approach to youths that is startlingly original, it is fair to say that each of the proposals based their service need on program experience to date.

If the proposals are implemented as planned, greater inroads might be made in linking academic programs with the world of work, and more intensive support services will be available to Entitlement youths in both public and private school settings.

Summary

The Entitlement story to date provides evidence of some substantive cooperation between the prime sponsor and the schools, a good deal of "detente," and of many problems that are difficult to resolve even through cooperative efforts.

In terms of the program model, the recruitment of in-school youths was carried out by school personnel with alacrity and aplomb. Given the initial press for large numbers of enrollees on the part of prime sponsors, school personnel merely capitalized on available mechanisms and a captive school audience to recruit successfully large numbers of eligible participants.

The monitoring of school standards was more difficult because performance standards, as envisioned by prime sponsors, and program planners, were non-existent. The disjuncture between school report card marking periods -- every six to twelve weeks -- and the monthly data requirement, as well as the issue of student rights, was handled best where prime sponsor personnel were added to ensure the quality of the data and an individualization of approach. Working through and arriving at mutually beneficial solutions to standards provided some satisfaction to both agencies.

The use of standards, as well as their enforcement, became a problem in private GED programs. Students in them do not receive grades; performance judgments are based on effort and consistent attendance. Even the acceptance by prime sponsors of attendance as the performance standard has not necessarily eased that problem. Overall, the difficulty inherent in the recruitment of out-of-school youths, coupled with funding based on participation levels, seems to hamper the enforcement of performance standards because neither schools nor prime sponsors want to terminate students.

In terms of integrating work with schooling, flexible scheduling, while not a reasonable expectation for general school policy, is being provided on an individualized basis. Academic credit for work is now awarded in a majority of demonstration sites through cooperative efforts, and more and improved GED programs can be considered a partial Entitlement success story. The program, however, in the absence of the Enrichments, has left in-school courses and services nearly unchanged. Whether the time allotted for the implementation of Enrichments is sufficient for the institutionalization of the additional courses and services they represent, remains to be seen.

CHAPTER 6

CONCLUSION: INTERIM FINDINGS AND LESSONS

FROM THE ENTITLEMENT DEMONSTRATION

This report has assessed the strengths and weaknesses of the implementation of key features of the Entitlement program model based on the experience of the first 18 months of the demonstration. In this chapter interim findings on implementation issues are summarized and, where possible, emerging and revelant policy lessons are highlighted.

Conditions Affecting the Implementation of Entitlement

In this and the previous report, several conditions were noted that are exogenous to prime sponsor systems and have affected the implementation of Entitlement. They have to do with the newness of the Entitlement program model and the context in which it was implemented.

1. The uniqueness of the conditional job guarantee

Because of the special character of the Entitlement program model, prime sponsors had little experience to draw upon in planning and designing a variety of systems called for in the model.

The nature of the guarantee meant that eligibles had to be informed of their entitlement, and prime sponsors had to be prepared to provide all youths who came forward with jobs in fairly short order. The conditional nature of the guarantee, both in terms of the eligibility and performance requirements, meant that new systems had to be created to monitor these requirements from initial participant enrollment through termination. The program model also required of prime sponsors a strong ability to follow youths through various enrollment and placement procedures, and an attention to the coordination of their school and work time.

2. Time and Scale

The unique model had, in turn, to be implemented quickly to help meet the critical problems of youth unemployment that the Youth Act of 1977 was intended, in part, to address. The Entitlement demonstration, with an initial life of 18 months, had to be started and put into operation with speed, not only for political expediency but also to assure some chance of yielding timely research results. Moreover, the months used for a competitive selection procedure in the awarding of grants had cut the time for planning to a minimum since the pre-implementation period was spent reviewing grant applications and conducting site assessments. This forced operational development and the adaptation of organizational relationships and patterns in a new project into a highly compressed time frame. A shake-down period for prime sponsors, schools and other subcontractors, who in many cases were working closely together for the first time, simply did not occur. Adjustments had to be made hastily and often, and as a result, they were ill-conceived or confusing. The large scale of the Tier I sites placed additional operational pressure on these prime sponsors.

3. The demonstration mode

Compounding the problem of implementing an innovative program under difficult time and scale pressures were a variety of conditions that resulted from the experimental character of the program. One was simply the spotlight cast on prime sponsors both locally and nationally as a result of the specialness of Entitlement. Almost all grant announcements, for example, were page-one items in local newspapers. This added further pressure on prime sponsors to implement the projects quickly and well, although speed often meant the initiation of projects whose operational systems simply were not ready to handle the early load of participants.

Other demonstration-related conditions were the research and reporting requirements, which added a new parallel information-collection system to the usual CETA reporting mechanism. Many prime sponsors, early in the demonstration, had trouble providing accurate and timely information to MDRC. These difficulties were a result both of the increased paperwork burden itself and the early inability of some operators to administrate tightly and control their projects. In the case of a few sites, these problems still persist.

In addition, prime sponsor staffs tended to underestimate and downplay the research character of the Entitlement demonstration. There was, as noted in the first interim report, a disjunction in perception between prime sponsors, on the one hand, and the Department of Labor and its contractor for research and coordination, MDRC, on the other. The former, as program operators, viewed Entitlement as a large-scale work experience program intended to serve as many eligible youths as possible in the designated Entitlement areas. It is likely that this perception was reinforced by the size of the grants and the magnitude of the projects. DOL and MDRC, however, put greater emphasis on the research aspects of the demonstration, on its usefulness as a tool to learn whether or not a school-conditioned, job entitlement for teenagers worked and with what impact.

In light of Entitlement's dual purpose, the difference between the two points of view was not one of contrary principles but of emphasis. It did, however, lead prime sponsors to underestimate what was required from them to implement Entitlement's research function.

4. A new relationship

Finally, there was the new addition of an intermediary organization, MDRC, between the Department of Labor and prime sponsors to oversee the operation of the projects and to research Entitlement's feasibility, costs, and impacts. The newness of this role, for both prime sponsors and MDRC, led to an initial period of adjustment.

Given the impact of these various factors, the early period of implementation was problem-filled and crisis-oriented. Most sites, during the later period covered by this report, were able to adjust, and with time and experience, program operations improved substantially. Detroit stands out as the best example of a site which turned around. A few sites, such as Denver, had problems, however, that persisted from the early period and were compounded by new ones such as reverification, pulling them further into trouble.

Operational Findings: Entry and Exit, Job Development, Fulfilling the School Requirement, and Costs

Entry and Exit

1. The demonstration has recruited and enrolled a large and impressive number of youths, and preliminary data suggest a fairly high participation rate that may run at about 40 percent in the first year.

The Entitlement projects, by and large, were able to reach eligibles successfully, primarily those in school, and enroll them in the program quickly. This did not always mean that work assignments were promptly forthcoming, but it does attest to the ability of prime sponsors to move large numbers of interested youths through the first steps of entry. As the saturation has increased, however, with more youths served, the pace of enrollment has stabilized, and may quite naturally decline to a lower, steadier level. There is, however, a tendency now among the prime sponsors to allow recruitment efforts to lapse into a passive mode. With an ever-changing pool of eligibles to draw from, primarily resulting from 15 year-old youths turning 16, prime sponsors need to continue vigorous efforts to ensure that all eligibles are aware of the program's availability and its various features.

2. Enrollment levels are affected by a complicated mix of factors that are not easily sorted out. The number of eligibles in the Entitlement area, the variety of implementation variables that affect the intensity of recruitment efforts and the relative attractiveness of Entitlement to other opportunities for eligibles, and the very availability of those opportunities particularly in the regular labor market, combine differently at the sites to determine enrollment levels.

Predicting enrollment levels for Entitlement projects can be a difficult task since it requires both estimating the numbers of eligibles at a site from data that are often old or unreliable and then estimating a participation rate. There is some indication from the demonstration experience, however, that the local labor market for teenagers plays an influential part in determining the participation rate of eligibles. Where the local economy is slack, higher participation rates seem to occur, not only in terms of enrollments, but also in terms of the willingness of enrollees to remain in the program through graduation. The labor market, one would surmise, plays a stronger part in affecting the participation rate of drop-outs than it does for in-school youths, simply because the former group is more likely to be interested in full-time work than the latter. Entitlement will probably achieve its highest participation rates when targeted on areas of high youth unemployment.

Implementation variables also play a significant role in determining participation rates. The degree to which continuous efforts to recruit and enroll are implemented, the ability to deliver on the job promised, the relative attractiveness of the job itself, and the mix of these and other variables that determine the Entitlement package help influence the choice of eligibles to enter and remain in the program.

3. Entitlement draws a significantly higher proportion of in-school eligibles than drop-outs. Nonetheless, drop-outs do come forward in large numbers.

Cumulatively, drop-outs have comprised about 10 percent of the enrollments. In some sites where the proportion of drop-outs is lower, that result is partly attributable to late starts in recruitment drives directed at them. In other places, however, a good local economy seems to be providing job opportunities more attractive to drop-outs.

Drop-outs are, however, relative to in-school youths, older and less educated, and these characteristics presumably have some effects on their willingness to participate and the conditions under which they will. Drop-outs appear less likely as a group to want to return to school than youths who are already in-school are prone to leave. Also, given their apparently greater interest in full-time work, a part-time minimum wage job during the school year may not be as strong an incentive for drop-outs as it is for in-school youths. In addition, they are less likely to want to return to the schools they have left for they must attend classes with younger teenagers who, on the whole, are more educated then they.

Some lessons are clear from the demonstration experience. One is that public schools are not effective recruitment agents for drop-outs. That task is better left to other agencies in the community that have a natural access to this population. Second, the provision of alternative education is a positive inducement to the participation of drop-outs. Less clear, however, is whether a change in incentives would make the program more attractive to drop-outs and increase their participation. More drop-outs might be interested if they could work more part-time hours than Entitlement currently allows.

4. Prime sponsors had difficulty establishing effective systems for monitoring participants performance and continuing eligibility. In addition, there were strong incentives against the enforcement of these standards that may have inhibited the willingness of prime sponsors to terminate youths.

There were operational problems in establishing and enforcing performance and attendance standards with schools and with worksites, and in creating a workable reverification system. These tasks were new to prime sponsors, explaining some of the difficulties, but they also were given low priority in relation to solving early and persistent problems in other operational systems. Although enforcement has improved, the reverification requirements may not prove to be cost effective if only a few participants are found ineligible. Some alternative may later be recommended.

Among the disincentives to termination was an inclination among prime sponsors to maintain the appearance of high program enrollment to enhance a local or national reputation. Another disincentive was the potential effect of terminations on the participant/management cost ratios which were negotiated in the rebudgeting and extension of Entitlement. Terminations could lead to a cut in participant expenses and, in turn, to a cut in management funds, probably in staff. In addition, among local staff, especially counselors, there was a view of Entitlement as a "hard," unforgiving program because of the standards, and there was frequently a desire among counselors to keep poorly performing youths in the program in an effort to help them, an understandable but vexing position in a tightly conditioned Entitlement program.

5. Participants appeared to stay in Entitlement a fairly long time. Examination of a large sample of early enrollees shows that almost 50 percent of assigned participants who later graduated from high school had stayed over 12 months, and this was also true for about 64 percent of the participants still in the program at the time of the sample.

An analysis also reveals that for all participants in Entitlement -- youths who have been assigned to a job or training from the beginning of the program through August 1979 -- 18.2 percent have graduated or received an equivalency certificate. This accounts for 30.6 percent of all terminees.

Developing Jobs

1. By and large, prime sponsors were able to develop sufficient jobs to meet the demand. This was true even at the largest sites, despite the relatively high turnover of work sponsors.

Rural areas appeared to be the only places where there may not have been enough willing sponsors to provide a work experience for participants. In those areas, where there was an adjacent small city, and where transportation could be arranged, this problem was overcome. But this has not been the case in the large Mississippi site as yet. Whether the cities of Hattiesburg, Natchez and Laurel, Mississippi can provide a job cushion remains an open question requiring close observation.

2. The jobs developed were typical entry level jobs, for the most part in clerical, maintenance and construction repair skills.

Lack of work experience and skill development which characterize high school youths tends to put upper bounds on the sophistication of the work experience opportunities which can be developed, as do the part-time nature of school-year jobs. More careful matching of youth interests and screening of employer plans could have some effect on the degree of challenge provided to participants by their jobs, particularly those with the motivation to get more out of the experience, but this has, so far, proved very difficult to accomplish in the larger sites. Greater involvement of school systems in evaluation of these jobs for school credit might also help screen the better job opportunities and further increase their attractiveness to youths.

3. Almost 50 percent of the worksites used in the demonstration were in the private sector, and these accounted for nearly one-fifth of participant job hours. There was steady, overall growth in the share of private sector sponsors, and in job hours in the private sector during the reporting period as several prime sponsors turned increasingly to private sector providers.

While it was possible to develop an Entitlement program oriented to the private sector from the outset, as Detroit, Denver, Hillsborough, Philadelphia and Monterey County demonstrated, it was also possible and more feasible in some circumstances to approach private sector job development more cautiously, as was the case in Baltimore, King-Snohomish, and Mississippi. Intermediary organizations such as local Chambers of Commerce were instrumental to several programs in getting off to a fast start with private employers, but their value in this assignment seems to depend on local conditions. In some sites, where prime sponsor staff took into account the particular concerns and constraints presented by private employers, a strong intermediary role proved unnecessary.

The turnover of private employers was higher than that of work sponsors in government and nonprofit sectors, and this may be inevitable. Small businesses comprise the bulk of private sector sites, and this coupled with a probable fluctuation in their need for extra help, may explain some turnover. However, weak follow-up and liaison by prime sponsor staff with these employers may also have contributed to disillusionment and discouragement by private businesses in a number of cases, in part because these employers are not as accustomed to sponsoring subsidized youths, and in part perhaps because their expectations of youth performance may be higher. Because of this higher turnover, but more because the small businesses that participated usually employed only one youth, the actual job development effort devoted to the private sector was disproportionately greater than the job hours that resulted. On balance, however, the willingness of private employers to participate, at least at the generous subsidy rate provided during the reporting period, appears to be fairly high.

4. There was general improvement over the reporting period in reducing the lag between enrollment and assignment to a job, a delay which created serious problems at several programs during the start-up period.

The development of effective standard operating procedures, and the careful structuring of the link between enrollment, job development and job assignment activities helped to reduce assignment lag time at several Tier I programs, including Boston and Baltimore. Structuring the large-scale programs into smaller "mini-programs" that were responsible for all stages of this process appeared to contribute to an improvement in performance at some programs. A useful target for job assignment is the ability of a prime sponsor to assign over half of a given month's new enrollees in less than three weeks, and the rest in the second month. This would probably reduce the likelihood of losing large numbers of participants, who forget about or became discouraged by two month and longer delays in receiving a job.

Schooling

1. The establishment and enforcement of school standards, the basic, school-related requirement of the program model, is a feature that has been demanding in terms of time and effort spent on implementation.

A number of factors mitigate the ability and willingness of schools and prime sponsors to operationalize the standards. There is a disjuncture between the monthly report requirements called for in the demonstration and the reporting patterns that exist in schools, as well as the problem of insufficient personnel to deal with both data and student needs. Establishing the standards in the first place often require lengthy negotiations between schools and prime sponsors. On the other hand, program operators and prime sponsors have come to believe that standards and attention to enforcement could serve the youths and the program better. The result has been spotty enforcement. Nonetheless, time and increasing cooperation between schools and prime sponsors suggest that the enforcement of standards is feasible.

2. Public school systems have been cooperative, for the most part, in the recruitment of in-school youths into the Entitlement projects.

Generally, schools have been willing to provide space, and often counselors, to interview interested eligibles for the projects, and have also advertised the program to the in-school population. Schools have informed their student bodies about the program and eligibility requirements through assemblies, homeroom announcements, display of posters in corridors and classrooms, and through guidance personnel. The fact that schools housed the most captive Entitlement audience eliminated the necessity during the start-up period to carry out time- or labor-consuming strategies to find and enroll eligibles, although these generally became more necessary as time went on.

3. Entitlement has spawned the growth and expansion of alternative school programs, especially at the Tier I sites, to serve the returning drop-outs.

Alternative school programs provide several options for the target population. Where these programs are linked in some way to the public school system, they may offer diplomas as well as GED preparation. While these publicly linked programs have advantages in terms of specially trained personnel for guidance and remediation, many out-of-school youths are not willing to return to public school programs, preferring community-based alternatives. Regardless of program sponsorship, however, such alternative programming seems a prerequisite for Entitlement in order to recruit out-of-school eligibles, who are both older and less schooled than their in-school counterparts.

4. Credit for Entitlement work has been adopted as a policy for most school systems at the Entitlement sites, but flexible scheduling to

allow Entitlement youths to meet the ten hour work minimum per week has been more difficult to achieve.

In some cases, credit for Entitlement work experience was speeded up by new policies emanating from state boards of education. In other instances, that credit resulted from cooperative efforts between prime sponsors and local school administrators. Whether the credit is awarded automatically or on a case by case basis, most schools formally retain the right to judge the credit-worthiness of a particular work experience.

Flexible scheduling is circumscribed by many practical realities having to do with school operations. Though general overall policies on flexible scheduling should not be expected, it has not presented a major problem to date. Flexibility will, however, have to occur mostly on the job side of the Entitlement equation. This could occur through the creation of more jobs near to youths' schools and homes as well as through the provision of weekend employment.

5. There have not been any substantial adaptations by schools in curriculum or course offerings in response to Entitlement.

The two greatest deterrents to a programmatic response to Entitlement from public school administrators have been the lack of funds and the short durations of Entitlement itself. Although special Enrichment funds are being used in some sites to provide additional programs or services, enthusiasm for program innovation has been constrained by the fact that both the funds and the program have such a tentatively short life-span. Many administrators have informally expressed the view that the limited time barely justifies the implementation effort needed to launch new programs.

Costs

1. The main determinant of program costs in Entitlement is, not surprisingly, the participation level; wages, for the demonstration as a whole, account for 63 percent of project operating costs.

There is a close correspondence between the level and intensity of participation over the passage of time and total project expenditures. As youths come into Entitlement, or increase their work time, costs rise: as enrollments drop off and terminations increase, or as youths decrease the number of hours worked, costs drop. Project costs and cost flows are, therefore, dependent upon the uncertain behavior of eligibles and participants to a far greater degree than fixed-slot programs. Generally, however, the stability of net-on-board figures, which are in part susceptible to operational control of entry (recruitment) and exit (termination), has meant a fairly stable expenditure pattern, with sharp increases during the summer period when participation is at its highest.

2. Though the costs per-participant-year vary considerably among the sites, for the year between September 1, 1978 and August 31, 1979, the average cost per participant year was $4,749. On the average, however, only $1,631 was actually spent on each participating youth, since many were in Entitlement for less than the full fiscal year.

In addition, average Entitlement participant cost per hour, taking into account all site operations costs, is $4.78. The cost per hour increased from the period up to December 1978 to the period between January 1, 1979 and August 31, 1979, going from $4.63 to $4.91, an increase of 6 percent. This increase, however, is accounted for by the increase in the minimum wage between the two periods from $2.65 to $2.90, or 9.4 percent, as well as general inflationary pressures. If these increases are discounted, it becomes clear that there is a learning curve with respect to costs that results in greater cost efficiency and a reduction in real costs per participant hour.

3. The amount expended for the demonstration, from its inception January 1978 through August 31, 1979, is $130.3 million. Estimates of continuing the program in fiscal year 1981 range from $85.2 million to $1.5 billion, depending upon the size of the program desired and the income criteria established for youth eligibility.

Disaggregating the costs to date reveals that site operations account for $124.0 million; MDRC monitoring and oversight, $2.2 million; and research, $4.3 million. It is estimated that it would cost about $85.2 million to continue the demonstration at the current sites through fiscal year 1981, if eligibility continued to be restricted to youths on welfare or with family incomes below the poverty standard. Using the current income and other eligibility criteria, it would cost an estimated $206.3 million per year to expand Entitlement operations to ten additional large sites and ten small ones (two in each Federal region), and additional $488.8 million per year to expand Entitlement to youths in all designated poverty areas, and $1.173 billion to offer Entitlement to all eligible youths in the country. If the income criteria were raised to 70 percent of the Lower Living Standard, costs would range from $109.5 million for the current sites to $1.507 billion for all eligibles nationally.

Some Additional Observations

While the experience set forth in this report points to the general feasibility of the Entitlement concept, some kinds of organizational arrangements and conditions enhanced the delivery of the model and improved operational performance. The presence or absence of any one of these may not have been critical, but there were several combinations which could contribute positively to program operations in different situations. A few of these are discussed here in a preliminary way; they will be addressed in greater detail in subsequent reports, along with other factors which emerge. Among those that seem to matter are:

- Top level political interest that goes beyond the desire to win an Entitlement grant.

At sites where there seemed to be continuing interest on the part of the local political leadership beyond the initial securing of the grant, there appeared to be greater speed and effort to resolve problems and crises in program operations. In addition, a larger degree of cooperation between the agencies involved in the projects, such as the schools and prime sponsors, seemed to occur in these sites.

- Continuity between planning and operation responsibilities.

In those communities where one organization prepared the grant application and therefore established the basic program concept and structure of operation, and then another organization assumed operating responsibility, serious problems arose. When prime sponsor or managing agent staff were responsible for both program planning and implementation, operations generally went more smoothly.

- An existing top-level management team.

The presence of a core of experienced senior staff who had implemented operation control systems, data systems and fiscal management systems in other programs, gave some prime sponsors an advantage in undertaking the kind of crash start-up which characterized Entitlement. In contrast, when new, inexperienced staff, even if talented, were given responsibility for operations, problems appeared to occur more frequently and take longer to resolve.

- Developing standard operating procedures.

It is no news that repetitive, high volume operations can be stabilized by the development of program and operational systems. Nevertheless, several Tier I programs took a long time to develop standardized procedures for handling the inter-dependent steps of recruitment, enrollment, job development and job assignment. The results were unclear divisions of responsibilities between those involved, and constant problems of bulges and shortfalls at various points in the operational sequence of Entitlement projects.

- For large programs, decentralization by catchment area or work sponsor sector is better than centralized operation.

Several sites adopted originally, or moved toward the creation of, several "little Entitlement programs," by assigning all enrollment, job development, job assignment, and monitoring functions to program field units on a decentralized basis, or at the least by decentralization of the intake and job assignment functions. Where each unit had responsibility for all program activities, staff seemed better able to function efficiently.

- Assigning appropriate functions to program subcontractors.

Agencies did best with what they had done well before. Where the prime sponsor chose contractors to carry out activities in their areas of experience, the pressures of Entitlement time and scale could be more readily managed. Schools were the best example; when given new, unfamiliar tasks under Entitlement, they tended to do less well.

- If subcontractors are used for major services, it helps to develop a strong central accountability.

Several prime sponsors operated Entitlement on a decentralized, subcontractor model. At these sites, it was essential that a strong monitoring staff be in place to ensure that the guidelines were enforced and that coordination would occur. In some cases, this did not happen until after the start-up experience showed that Entitlement required greater discipline over subcontractors than the prime sponsor was accustomed to providing.

In summary, developing a good management team, whether to handle a program operated by a prime sponsor or one subcontracted to another agent, was a learning experience for most Tier I prime sponsors. There was a premium in the demonstration on prior learning, since the time span for learning new skills was constrained. The other pressing factor, which made prior experience important in Tier I, was the scale of the operation. The Tier II programs, dealing with smaller operations, experienced less problems and foul-ups, or they were more easily solved. Developing jobs for 33 new enrollees per month (the average per Tier II site since start-up) is not as demanding as finding 423 slots (the site average for Tier I programs).

The greater breathing space for Tier II programs, albeit with relatively small staff, meant the possibility of attending more quickly to individual participant and work sponsor problems. The efforts to decentralize Tier I programs into several small, relatively self-contained, program operations may offer some possibility for replicating that kind of more personal scale even in large Entitlement programs. Of course, problems of duplication, uncoordinated job development, and lack of uniform operations attend such decentralization, but the ability to develop small-scale within large may be important if participants are to perceive and receive more personal attention.

Conclusion: An Interim Judgment on Entitlement's Feasibility

It is clear from the previous sections that prime sponsors met some of Entitlement's demands well, others not so well, and others poorly. Moreover, there were particular aspects of the demonstration itself that seriously affected program implementation and would not or need not be present were Entitlement to be extended and expanded into a regular component of the Department of Labor's youth program repertoire.

What worked well? Clearly, prime sponsors, on the whole, were able to handle recruiting large numbers of youths, mostly in school, into the projects quickly, and to develop sufficient jobs to meet the large demand. Where problems arose was in the creation of systems to join the two, primarily at the large Tier I sites. Delays in job assignment were generally lengthy at first, and a fair proportion of youths in Boston and Detroit, and to a lesser degree, Denver, never received assignment. With time, however, this has improved substantially, and thus far in the demonstration, over 90 percent of the youths enrolled have received an assignment. With a greater lead time for planning and a less demanding time schedule, it is apparent that most Tier I prime sponsors would have been able to process youths to jobs expeditiously from the start.

Prime sponsors, especially in Tier I, recruited large numbers of out-of-school youths. The participation rate of out-of-school youths is, however, lower than for in-school youths, a result partly attributable to the tendency of prime sponsors to rely on the in-school channel and partly attributable to the characteristics and needs of the drop-out eligibles. This group, however, apparently participates at a greater rate when alternatives to traditional schooling are offered, and generally more could be done to attract and recruit this group.

Private sector job development was another generally successful area. At those sites where the proportion of private sector jobs was low, the determining factor seemed to be either the reluctance of staff to develop more or their inexperience in doing so. Participation of the private sector seemed to be enhanced by the 100 percent wage subsidy offered by the projects, but later research may help to determine its importance and at what level.

The school/prime sponsor link also proved, for the most part, feasible. It is true that prime sponsors and schools had difficulty in agreeing on, and later enforcing, school performance and attendance standards. With the passage of time, however, cooperation has increased and mutual suspicion decreased; moreover, there is some reason to believe that prime sponsors' continuing interest in having the standards enforced has enhanced their respectability among school staffs. In other areas, such as credit for work and flexible scheduling, schools have been cooperative where they could. They have also continued to help in the recruitment and enrollment of youths.

Monitoring the performance of subcontractors and worksites did not go as well as some other aspects of Entitlement. This was not because the establishment of such systems was not feasible, but rather it stemmed from prime sponsor inexperience with doing the task both as carefully and completely as the program model required.

Through a combination of the persistence of the Department of Labor, the debates over the passage of the CETA Amendments of 1978, and the interest of the General Accounting Office in this area, prime sponsors began to monitor worksites seriously in the spring and summer of 1979. While monitoring improved over time, strains were created between prime sponsors and their traditional service deliverers that had not existed before, or at least, to such an extent.

Finally, problems seemed to be most intractable in the area of recertification and the enforcement of ongoing eligibility standards. The recertification effort is one that, while required under present regulations, should be re-thought after further study. The resulting operations strain may not be worth the effort if not too many ineligibles are found. And, while there are disincentives to termination, there is no strong operational reason why prime sponsors cannot enforce termination policies.

The interim conclusion is that Entitlement is, on the whole, feasible. This feasibility, however, has come with time. Entitlement, or any other program as demanding as it is, should not be again attempted under the time pressure that initiated the demonstration, or at least not expected to be stable and effective until a later point in its operation. This report finds that that point, by and large, has been reached.

APPENDIX A

INTRODUCTION

The site profiles that follow are intended to provide the reader with a brief history of each of the 17 Entitlement projects by highlighting the major events and developments at each. In part, they chronicle a variety of problems, discussed in the body of the report, that developed during the early start-up period, some of which persisted into August 1979. But they also show a trend toward greater program stability as prime sponsors have become more accustomed to the rigors of the program model. The major exception is the Denver profile, which presents the picture of a project unable to shake-off serious difficulties that began during the early start-up period.

The profiles also indicate the efforts of several of the Tier I projects to reorganize their operational structures in order to improve their performance. These include Detroit, Baltimore, Boston, and Denver. Detroit's changes were the most extensive as the role of managing agent was shifted from the Detroit Public Schools to the prime sponsor in late 1979 with salutory consequences to both agencies, and the project as a whole. In Denver, however, the termination of three major subcontractors--the public schools, OIC, and SER in mid-1979--left the project without an effective service delivery structure for a large portion of the target eligibles.

Despite these changes, as well as less extensive modifications at most of the other projects, the general service delivery structure and use of subcontractors for particular tasks has remained about the same as originally planned for most of the sites. As shown in Tables A-1 and A-2, prime sponsors are the managing agents in all of the Tier I sites (after the Detroit change) and five of the ten Tier II sites. In the other five, the local public shools have this

TABLE A-1

AGENCIES INVOLVED IN MAJOR PROGRAM ACTIVITIES IN THE YOUTH ENTITLEMENT DEMONSTRATION THROUGH AUGUST 1979, BY TYPE OF AGENCY AND PROGRAM ACTIVITY

TIER I

	Program Activity						
Site/Type of Agency	Managing Agent	Outreach & Recruit-ment	Enrollment & Elig. Certif.	Job Creation	Schooling & GED	Job Assign. & Placement	Worksite Mgmt. & Monitoring
BALTIMORE:							
Prime Sponsor	X	X	X	X	-	X	X
Public Schools	-	X	-	-	X	-	X
CBO Program Agents[a]	-	X	X	X	X	X	X
Employment Security	-	-	-	-	-	-	-
Other Public Agencies[b]	-	X	X	X	X	X	X
Other Non-Profit Agencies[c]	-	X	-	-	X	-	-
BOSTON:							
Prime Sponsor	X	X	X	X	-	X	X
Public Schools	-	X	-	-	X	X	-
CBO Program Agents	-	X	-	-	-	-	-
Employment Security	-	-	X	-	-	-	X
Other Public Agencies	-	-	-	-	X	X	-
Other Non-Profit Agencies	-	-	-	X	X	X	-
CINCINNATI:							
Prime Sponsor	X	X	X	X	-	X	X
Public Schools	-	X	X	-	X	-	-
CBO Program Agents	-	X	X	X	X	X	X
Employment Security	-	-	X	-	-	-	-
Other Public Agencies	-	-	-	-	-	-	-
Other Non-Profit Agencies	-	-	X	X	-	X	X
DENVER:							
Prime Sponsor	X	X	X	X	-	X	X
Public Schools	-	X	X	-	X	-	X
CBO Program Agents	-	X	X	-	X	-	X
Employment Security	-	-	-	-	-	-	-
Other Public Agencies	-	-	-	-	-	-	-
Other Non-Profit Agencies	-	-	-	X	-	X	X
DETROIT:							
Prime Sponsor	X	-	X	X	-	X	X
Public Schools	-	X	-	-	X	-	X
CBO Program Agents	-	-	-	-	-	-	-
Employment Security	-	-	X	X	-	X	-
Other Public Agencies	-	-	-	-	-	-	-
Other Non-Profit Agencies	-	X	X	X	X	X	X
KING-SNOHOMISH:							
Prime Sponsor	X	-	-	X	-	-	X
Public Schools	-	X	X	X	X	X	X
CBO Program Agents	-	X	X	X	X	X	X
Employment Security	-	X	X	-	-	-	-
Other Public Agencies	-	X	X	X	X	X	X
Other Non-Profit Agencies	-	X	-	-	X	-	-
MISSISSIPPI:							
Prime Sponsor	X	-	-	-	-	-	X
Public Schools	-	X	-	-	X	-	X
CBO Program Agents	-	X	-	-	X	-	X
Employment Security	-	X	X	X	-	X	X
Other Public Agencies	-	-	-	-	X	-	-
Other Non-Profit Agencies	-	-	-	-	-	-	-

SOURCE: Monitoring reports of MDRC field operations staff.

NOTES: The data cover program activities in the 7 Tier I sites of the Youth Entitlement Demonstration during the period from March through September 1979.

[a] The category "CBO Program Agents" denotes community-based organizations which have a formally-contracted and major role as a program operator. This includes such agencies as SER and OIC in Denver, Citizen's Committee for Youth in Cincinnati, and Community Action Agencies in Mississippi.

[b] "Other Public Agencies" includes agencies such as the Welfare Department, the Public Housing Authority, the Department of Recreation, the Youth Services Agency, and community colleges.

[c] "Other Non-Profit Agencies" includes business, labor, and other non-profit organizations such as the National Alliance of Businessmen, Chamber of Commerce, Cincinnati Institute of Justice, and American Federation of State, County, and Municipal Employees. It also includes community-based organizations which do not have a major formally-contracted role as program operators.

TABLE A-2

AGENCIES INVOLVED IN MAJOR PROGRAM ACTIVITIES IN THE YOUTH ENTITLEMENT DEMONSTRATION THROUGH AUGUST 1979, BY TYPE OF AGENCY AND PROGRAM ACTIVITY

TIER II

	Program Activity						
Site/Type of Agency	Managing Agent	Outreach & Recruitment	Enrollment & Elig. Certif.	Job Creation	Schooling & GED	Job Assign. & Placement	Worksite Mgmt. & Monitoring
ALACHUA COUNTY:							
Prime Sponsor	X	X	X	X	-	X	X
Public Schools	-	X	-	-	X	-	X
CBO Program Agents[a]	-	-	-	-	-	-	-
Employment Security	-	-	-	-	-	-	-
Other Public Agencies[b]	-	-	-	-	-	-	-
Other Non-Profit Agencies[c]	-	-	-	-	-	-	-
ALBUQUERQUE:							
Prime Sponsor	-	-	-	-	-	-	-
Public Schools	X	X	X	X	X	X	X
CBO Program Agents	-	-	-	-	-	-	-
Employment Security	-	-	-	-	-	-	-
Other Public Agencies	-	-	-	-	-	-	X
Other Non-Profit Agencies	-	-	-	-	-	-	-
BERKELEY:							
Prime Sponsor	X	X	X	X	-	X	X
Public Schools	X	X	-	-	X	X	X
CBO Program Agents	-	-	-	-	-	-	-
Employment Security	-	-	X	-	-	-	-
Other Public Agencies	-	X	-	-	X	-	-
Other Non-Profit Agencies	-	-	-	-	-	-	-
DAYTON:							
Prime Sponsor	-	-	-	-	-	-	-
Public Schools	X	X	X	X	X	X	X
CBO Program Agents	-	-	-	-	-	-	-
Employment Security	-	-	-	-	-	-	-
Other Public Agencies	-	-	-	-	-	-	-
Other Non-Profit Agencies	-	-	-	X	-	X	X
HILLSBOROUGH:							
Prime Sponsor	X	X	X	X	X	X	X
Public Schools	-	-	-	-	-	X	-
CBO Program Agents	-	-	-	-	-	-	-
Employment Security	-	-	-	-	-	-	-
Other Public Agencies	-	-	-	-	-	-	-
Other Non-Profit Agencies	-	-	-	X	-	X	X
MONTEREY:							
Prime Sponsor	-	-	-	-	-	-	-
Public Schools	X	X	X	X	X	X	X
CBO Program Agents	-	-	-	-	-	-	-
Employment Security	-	-	-	-	-	-	-
Other Public Agencies	-	-	-	-	-	-	-
Other Non-Profit Agencies	-	-	-	-	-	-	-
NEW YORK:							
Prime Sponsor	X	X	X	X	-	X	X
Public Schools	-	X	-	-	X	-	-
CBO Program Agents	-	-	-	-	-	-	-
Employment Security	-	-	-	-	-	-	-
Other Public Agencies	-	-	-	-	-	-	-
Other Non-Profit Agencies	-	-	-	-	X	-	-
PHILADELPHIA:							
Prime Sponsor	-	-	-	-	-	-	-
Public Schools	X	X	X	-	X	-	X
CBO Program Agents	-	-	-	-	-	-	-
Employment Security	-	X	X	-	-	-	-
Other Public Agencies	-	-	-	-	-	-	-
Other Non-Profit Agencies	-	X	-	X	-	X	X

TABLE A-2 continued

Site/Type of Agency	Program Activity						
	Managing Agent	Outreach & Recruit-ment	Enrollment & Elig. Certif.	Job Creation	Schooling & GED	Job Assign. & Placement	Worksite Mgmt. & Monitoring
STEUBEN COUNTY:							
Prime Sponsor	X	X	X	X	-	X	-
Public Schools	-	X	-	-	X	-	-
CBO Program Agents	-	-	-	-	-	-	X
Employment Security	-	X	X	-	-	-	-
Other Public Agencies	-	-	-	-	X	-	X
Other Non-Profit Agencies	-	-	-	-	-	-	-
SYRACUSE:							
Prime Sponsor	X	X	X	X	-	X	X
Public Schools	-	X	-	-	X	-	-
CBO Program Agents	-	-	-	-	-	-	X
Employment Security	-	X	X	-	-	-	-
Other Public Agencies	-	-	-	-	X	-	X
Other Non-Profit Agencies	-	-	-	-	-	-	-

SOURCE and NOTES: Refer to Table A-1.

responsibility. The public schools also had a major role in recruitment, especially in Tier II, with Tier I sites more often drawing on CBOs to carry out this activity as well. Except in the five Tier II sites where schools managed the projects, prime sponsors have retained the job creation, job assignment and placement, and worksite monitoring functions.

Another development reflected in several of the profiles is the General Accounting Office's examination of the Entitlement demonstration which was initiated in early 1979. GAO is apparently looking at the overall management of the demonstration by the Labor Department and its coordination by MDRC, prime sponsor management of individual projects. The quality of the Entitlement worksites is receiving special attention from GAO. All Tier II projects were examined for worksite quality, while a more intensive examination of Entitlement occurred at eight Tier I and Tier II sites paired by region: Boston and Hillsborough, Cincinnati and Dayton, Denver and Albuquerque and Baltimore and Philadelphia. A report from GAO on Entitlement is expected in mid-1980.

The profiles also take note of the rebudgeting process that occurred during late 1978 and early 1979 due to the extension of the demonstration through June 1980. At this point, new enrollment and cost projections were made for each project and a management/participant cost ratio was negotiated. In addition, sites were requested to provide more detailed plans for the enforcement of school performance and attendance standards, and for a wage subsidy reduction plan to decrease the 100 percent subsidy level for private, for-profit worksites where Entitlement youths had demonstrated their value to the employer for at least six months.

In addition, during the summer of 1979, negotiations took place concerning the expansion of several Tier II projects: Albuquerque, Dayton, Hillsborough, Monterey, Philadelphia, and Steuben County. This expansion would allow these small sites to provide services to a larger population, increase their efficiency by increasing management-to-participant cost ratios, and provide some understanding to MDRC researchers about the feasibility of expanding ongoing programs. It was agreed that modest expansions of the Entitlement areas would occur in October with a projected increase in total enrollments of 1,000 to 1,500 youths.

Finally, the profiles conclude with a table showing the aggregate demographic characteristics of all youths enrolled at each project from the demonstration's initiation through August 1979.

TIER I

Baltimore, Maryland

The Youth Incentive Entitlement Pilot Project (YIEPP) in Baltimore is managed by the Mayor's Office of Manpower Resources (MOMR), the CETA prime sponsor covering the City of Baltimore. The YIEPP program covers a large portion of the city's central downtown area, which contains over 60 percent of the city's economically disadvantaged youths. MOMR provides policy direction and manages the YIEPP program, and has turned primarily to its regular youth program subcontractors to provide educational services and worksites. These subcontractors include:

- Baltimore City Public Schools (BCPS) for alternative learning opportunities for 1,240 youths, including up to four "extended day" high schools for youths who work during the regular school hours.
- Mayor's Advisory Council on Arts and Culture (MACAC) to underwrite work slots and training in the arts.
- Baltimore Urban League for GED slots for 50 previously out-of-school youths.
- Communities Organized to Improve Life (COIL) for 50 GED slots for previously out-of-school youths.
- State of Maryland Management Development Center (MMDC) to provide training for worksite supervisors.
- Housing Authority of Baltimore City (HABC): 1,084 Entitlement work slots.
- Community College of Baltimore (CCB): 200 slots for vocational education, work and GED training.

A subsequent contract was let to Control Data Corporation for computer based literacy training for former drop-out youths who read below fifth grade level -- the entry level for GED.

MOMR had previously developed an efficient structure to operate the summer youth program (SPEDY), and planned to integrate the Entitlement project into the existing management structure to the greatest degree possible. This plan underestimated the need for a separate unit to administer the larger and more complicated Entitlement project, which had an initial goal to hire 9,000 youths within the first few months of operation. Using a rapidly hired but largely untrained staff of PSE workers for both clerical and substantive jobs led to many early program problems. Despite a two week program suspension taken in mid-June 1978, to reorganize the system to provide for a distinct Entitlement structure, it was not until a longer four-week suspension, beginning in late August 1978, that MOMR was able to remedy its early organizational and operational problems. MOMR's judgment to stop, reassess and devise a better plan to guide Entitlement was a critical factor in the relative smoothness with which the program has operated since that time.

Beginning in late September of 1978, confident that they had established the nucleus of a better organization to operate the Entitlement program, MOMR began correcting many of its ongoing programmatic deficiencies by establishing a divisional structure which incorporated field, payroll and MIS data staff working together in each of six Entitlement districts. They redesigned recruitment policies and developed firmer central managerial control over all divisions to prevent duplication and interruption of an individual's Entitlement services. MOMR instituted an Enrollee Services Office with a hot-line and trouble-shooting staff to clean up persistent payroll problems. They established a functioning, computerized MIS system to provide more accurate and timely data reports, and streamlined the intake system to allow youths to be seen by a single counselor for both enrollment and job placement. A critical improvement was the centralized worksite transfer procedure which reduced "lost" youths and incorrect payrolls.

MOMR also began to assess the quality of its worksites, initiated some monitoring of school attendance, and attempted, through its enrichment proposals, to address educational and other deficiencies which many youths had, and which a job alone would not correct. Elaborate staff planning and training sessions aimed at improved worksite development began, and evaluations of existing alternative education programs were established to improve attendance, retention and youth performance.

In November 1978 MOMR revised its peak enrollment projection from over 9,000 youths to approximately 7,000. There continued to be a shortfall of white participants. Recruitment has also been made somewhat difficult because the Baltimore Entitlement program is only available to residents in certain sections of the city.

Job development efforts, from the fall of 1978 on, focused on the private sector. The judgment was that there had been an early saturation of public sector jobs. MOMR has argued strongly that the 100 percent subsidy is the primary tool facilitating the development of private sector positions, and has had more difficulty than most of the YIEPP sites in implementing a subsidy reduction plan which would cause private sector employers to share in the wage costs of productive YIEPP workers.

The alternative education programs used by Entitlement youths have experienced low attendance and high attrition. Lack of appropriate screening and placement tools are responsible for part of this performance, and MOMR has instituted several devices to improve this process. The hiring of 30 education liaisons by MOMR (outstationed in the schools) has improved the monitoring of attendance and performance, and resulted in better follow-up on an individual youth's problems. However, the linkage between worksite staff, field staff and school staff continues to need development, and MOMR is continuing its efforts in this area.

The smooth reverification process is credited to intensive prior organization and training of staff. The process was done in two sessions involving all youths in the project enrolled prior to February 1979. The reverification was completed by August 1979.

Although there have been no major changes in subcontractors, an alternative education program subcontractor was transferred from YETP-LEAA funding to Entitlement to provide more slots for out-of-school Entitlement youths. Two new subcontractors for enrichment programs have been added -- Self Directed Placement and Lighted House -- to assist graduating seniors learn job seeking skills.

As of August 1979 MOMR had approximately 6,728 youths active in the Entitlement program: 5,759 in-school participants and 969 previous drop-outs. The program was generally operating smoothly, and MOMR staff were focusing their attention on more efficient delivery and targeting of services.

Boston, Massachusetts

Boston's Entitlement program operates within four of the city's nine school districts, and draws from a pool of eligibles originally estimated at 7,500. Levels of enrollment were originally projected to peak at 5,000, with 1,500 of this number expected to be previously out-of-school youths.

Boston's prime sponsor, the Employment and Economic Policy Administration (EEPA), has overall responsibility for Entitlement. One of EEPA's three basic divisions, the Youth Services Department, was charged with setting up the organizational design for implementing YIEPP. Though other programs falling under the aegis of Youth Services were generally contracted out for operation (SPEDY, YETP, YCCIP), the management of Entitlement was maintained in-house. Entitlement was seen as a catalyst enabling the city's manpower agency to shift from its traditional position as fiscal conduit for youth programs, to become instead their actual provider. A special adminstrative unit called Project YES (Youth Employment System) was formed, largely autonomous from the rest of the agency. Consistent with this plan to make Project YES a model of the city's revamped capacity for direct service delivery, subcontractual relations were kept to a minimum.

During the initial phases of implementation, the program attempted to translate its plan for sophisticated, tailor-made services and work experience into actual day-to-day program operations. The plans were too complex for the new YES management and delivery system. Job development, matching and placement became critical problems with the pressure of large waves of enrollment. Youths were disappointed with the ordinary jobs they were offered in light of the program's recruitment promises of exciting, career-oriented employment; worksite sponsors were not well informed of their role and the responsibilities of project staff; job development often lagged well behind enrollment, resulting in lengthy delays in placement.

These problems led to many employers and enrollees dropping out of the program altogether, and put a strain on the management capabilities of Project YES. The ability to place enrolled youths at work was severely hampered, MIS backlogs accumulated, the number of youths requiring worksite transfers grew at an alarming rate, and severe payroll problems emerged. Nine months after Project YES was underway, only 65 percent of the total number of youths in the program were assigned to jobs. Compounding these problems, demonstrations were held protesting the partial site status of the program, and various groups complained about the slowness of job placement.

Over the course of 1979, Project YES undertook various efforts to remedy its chronic problems. Regionalization efforts helped to standardize the amount of time between enrollment and job placement, although the placement process still took an average of six weeks to achieve. The MIS backlogs, in particular the 1,000 youths in "pending" status, were completely cleaned up by the end of August, though many youths in this status never received jobs. The timeliness of regular reporting was greatly improved. In order to increase the accuracy of payroll preparation and delivery, a decision was made to transfer to a biweekly enrollee pay period. As the job assignment process improved and the MIS and participant files were cleaned up, the number of youths paid weekly began to approach the net-on-board, active number of youths in the system, and on the average, about 80 percent of the active participants were working and paid each week. However, at the end of this reporting period it was not yet clear whether Project YES management had the capability to resolve the backlog of problems while continuing to streamline current operations. YES was unwilling to shut down operations for an extended period in order to revamp and reorganize.

Project YES has been successful in working with the school system and putting in place a network of alternative educational programs. Ten programs, located in Enitlement neighborhoods, provided a range of options for drop-outs, inducing youths who otherwise might have refused to return to regular public school to participate in the Entitlement experience.

The impact of these alternative education resources has extended beyond the direct provision of services to a difficult-to-reach client group. Their existence has not only helped to act as an incentive for drop-outs, making their participation in Boston's Entitlement unusually high (about 18 percent overall), but has also fostered the presence of Project YES on a neighborhood level. In the spring of 1979, each operational area of the program reorganized its efforts and assigned teams of staff to each neighborhood, a process of "regionalization" which, by the fall, had moved two fully staffed Project YES offices out into the communities which they served. This transition has enhanced the visibility of Project YES and allowed for better monitoring of service staff performance.

In the late summer, Boston began to implement five Enrichment activities. The proposed programs enhanced various areas of Entitlement, including: 1) special services and recruitment efforts for adjudicated youths; 2) further remedial and support services for youths in the alternative education programs;

3) a program orientation and transitional services to cover both ends of youths' Entitlement experience; 4) special recruitment services, and education for monolingual Chinese and Spanish-speaking youths; and 5) an intensive in-school program for returning drop-outs and at-risk youths.

At the end of the summer, Project YES negotiated a contract modification for the balance of the program: expected active participation is 4,200 at its peak.

The GAO set up an office at EEPA to monitor Project YES, and was there for the better part of 1979. They were examining all aspects of program operations; in particular, they conducted a wave of worksite assessments which indicated that 50 percent of the sites visited were in need of some corrective action. Project YES responded by revamping their own worksite monitoring procedures. But while action can be taken in specific cases, the need for a large volume of jobs, and the varied quality of PSE-funded staff will still tend to vary the quality of the worksites.

As the summer drew to a close, Boston's level of paid youths was holding at 3,300, which Project YES will strive to maintain in order to remain in compliance with the cost ratios in their contract. In addition to this, their goals for the following year will be to improve the job development, placement and recertification processes, to continue to expand and refine their regionalization efforts, to bring their fiscal and information systems into compliance with program guidelines, and to implement their Enrichment activities.

Cincinnati, Ohio

The Cincinnati Entitlement program covers the entire city of Cincinnati, and is centrally administered by the prime sponsor, the Employment and Training Division of the city of Cincinnati, with six subcontractors performing specific operational functions. The prime sponsor created a separate administrative Entitlement unit to implement Entitlement and set an original enrollment goal of 2,900 youths: 2,300 in school, 300 out of school and 300 involved with the juvenile justice system, either in or out of school.

The six subcontractors are Cincinnati Public Schools (CPS), Cincinnati Institute of Justice (CIJ), Citizens Committee on Youth (CCY), Greater Cincinnati Chamber of Commerce, Cincinnati Community Chest and the Ohio Council 8 of the American Federation of State, County and Municipal Employees (AFSME). The first three, CPS, CIJ and CCY are responsible for recruitment, intake, worksite development and placement, worksite monitoring, enforcement of educational standards and the information system management on the youths they recruit.

The Chamber handles the orientation of all referrals to the private for-profit sector, and develops worksites, places youths in and monitors the private sector. The Community Chest developed jobs in the 650 United Way agencies allied with the Chest and serves as a bridge between the three intake agencies. Council 8 watches for displacement, and restructures jobs so that the minimum wage can be paid to YIEPP participants. It also monitors public sector worksites to ensure that a participant's actual job conforms to the job description.

Two special features of the Cincinnati Entitlement program are noteworthy. CIJ recruits only youths involved with the juvenile justice system and the Chamber of Commerce holds a two-week orientation program for all participants prior to placement in the private sector.

Entitlement in Cincinnati was slow in getting underway for several reasons. The largest of the subcontractors, the Cincinnati Public Schools, was in a fiscal crisis, and voters had recently turned down a new tax levy. That paramount issue pushed everything else to a lower priority resulting in the largest block of Entitlement youths being serviced by an institution primarily concerned with its own survival. Two subcontractors, the Chamber and Council 8, had practically no prior experiences working with CETA, and as a group, the subcontractors had little experience working together. In addition, the Entitlement component in the prime sponsor's office had start-up difficulty in coordinating multiple tasks among so many subcontractors.

The summer to fall transition in 1978 brought problems that recurred through the summer of 1979. Some worksites were summer only and had to be replaced. According to CCY, out-of-school and older youths balked at returning to traditional classes or wanted more hours of work. Cincinnati school schedules made part-time work of more than ten hours per week very difficult, while full time jobs were available through other CETA programs. A school strike was a continuing possibility hanging over the 300 Entitlement youths working on school premises.

Most of these initial problems disappeared through negotiations with local agenices or the lapse of time, but the short work week, the recruitment problem with older youths and the schools' preoccupation with financial matters have persisted. Recruitment has never reached goal levels, and the number of white youths (most from poverty sections called "Appalachian neighborhoods" locally) reputed to be eligible in Cincinnati have not enrolled in the program.

The key problems present at start-up continued to hamper activities during the last year, but some progress was made. The prime sponsor went through two Entitlement managers in its increasing attempts to coordinate subcontractor activities. The third manager was hired as fall 1979 began. Relationships between the prime sponsor and two subcontractors, CIJ and CCY have held firm, but those with CPS and the Chamber have grown more strained, as have those with the Community Chest and Council 8, as the prime sponsor takes tighter control over the project.

The school linkage may be the most severely affected by this strain. The schools have been busy agonizing over their fiscal crisis, and a three- to four-week shut-down seems certain before the new January 1 fiscal year begins. The schools have had difficulty monitoring their own worksites this past year, and have been slow in supplying attendance and academic performance records. The press of other CETA problems was partly responsible for the prime sponsor's inability to field a satisfactory Enrichment proposal to strengthen the school-work linkage.

Paper processing has improved. At the beginning of the program, payroll checks were not always timely; the city system seemed unable to process more than 300 new youths a month. The prime sponsor attacked these problems by switching, in March of 1979, from the city contract to a private data processing firm to get the Entitlement payroll back on track, stationing editors at the subcontractors to get uniform data handling and assigning some Entitlement staff to the prime sponsor's MIS office to undertake a crash program to get all overdue monthly performance reports and wage rosters caught up.

Additional pressure was brought by the announced visit by the General Accounting Office (GAO) in June. This gave an extra push for the prime sponsor to do its own worksite monitoring as well as that supposed to be done by the subcontractors.

The Chamber of Commerce agreed in January 1979, to provide a plan for reduction of subsidy to the private sector. This plan calls for rolling over into unsubsidized employment 25 percent of the youths who get private sector worksite assignments. About 30 of the June 1979 graduates were placed in unsubsidized employment in this manner. If the employer wishes to keep the YIEPP slot beyond one year, the city will bill the employer quarterly for 50 percent of the participant wages.

By August 1979 the Cincinnati program had 2,235 participants in Entitlement, and was projecting 2,300 for the remainder of the program. Improved coordination among subcontractors, increased central administrative control, and continuing efforts at enrollment were the prime sponsor's priority goals.

Denver, Colorado

The Denver Entitlement area encompasses the entire conterminous city and county of Denver. The local prime sponsor, the Denver Employment and Training Administration (DETA) has, since the project's initiation, served as managing agent. The program operated as a distinct unit within DETA, with a project director reporting directly to the agency's administrator. Four subcontracts were let for significant areas of program operation; the largest of these was to the Denver Public Schools. Fifty percent of the job placements were planned for the private sector, with the National Alliance of Businessmen responsible under subcontract for job development and worksite operations in this area. Two local community organizations, SER and IOC, originally received contracts for the provision of educational services to and the recruitment of out-of-school youths.

The Denver Entitlement project was beset with problems almost immediately. Fact sheets were prepared with incorrect income guidelines, causing a large number of ineligibles among early enrollees. This, along with unfavorable press on the issue, contributed to the termination of the first program director in early March 1978.

Program planners had estimated a peak participation level of 3,549 youths. According to the original grant's participant phase-in schedule, Denver Entitlement would enroll and place 2,500 youths in the first six weeks. By early April 1978 however, 1,200 youths were enrolled, with only 200 placed. The project received more press coverage on the slow placement issue.

By late summer 1978, over half of all the worksites were private sector companies. However, because these companies only requested one or two Entitlement youths, only 30 percent of all placements had thus far been made in this sector.

The project again received negative publicity when, in late summer, a payroll fraud came to light leading to criminal charges against two persons.

In November 1978 Denver Entitlement submitted its program and budget extension proposal to carry the project through June 1980. Negotiations broke down when the prime sponsor refused to withdraw proposal projection figures which reached 5,900 youths by June 1980. The number of paid enrollees at that time was approximately 2,800. DETA was given until January 22 to resubmit an extension plan based on a maximum enrollment of 3,000 youths.

In February 1979 it was learned that DETA was considering integrating Entitlement into one central administration for all youth programs. This action, which had not been reflected in the resubmitted extension document was to be part of an overall reorganization of the prime sponsor resulting from an evaluation of DETA performed by Arthur Young and Associates under the direction of the Department of Labor Region VIII.

The Mayor of Denver had appointed a task force, as a part of a Comprehensive Management Improvement Program, to implement the Arthur Young study, and its major recommendation was that DETA change its mode of operation from a direct service provider to a subcontracting entity. DOL extended intake through June of 1979 under the condition that no change in the structure of Entitlement occur without prior approval.

Simultaneous with organizational restructuring activities, other actions were taking place which were to effect the Entitlement project's stability and operations. One was turnover in the project director's position. In mid-December 1979 the Entitlement director was promoted to coordinate all youth and PSE programs for the prime sponsor. She was replaced by the sector coordinator for the NAB contract who was promoted to acting director of Entitlement. After a period of three months, he resigned, and in April, the project education coordinator became the project director.

Staff changes and lack of influence with other city departments with authority over civil service, legal, and fiscal matters continually affected the job match process, payroll, and the enforcement of school standards. At least five major changes were made in the payroll process over the life of the project.

It was also at this point that contract negotiations between DETA and the Denver Public Schools broke down. Strained relationships between the prime sponsor and the public schools administration over numerous previous issues had led to a lack of willingness to negotiate further.

DETA officials knew in mid-May that it would be impossible to develop new agreements with SER and OIC because their performance records for the previous yerar were inadequate. These subcontractors were charged with the responsibility for recruitment of and provision of educational services for out-of-school youths. In addition to not being able to meet recruitment goals, both organizations were experiencing major internal problems. As a result, the only continuous and stable provider of service in the Entitlement program has been the National Alliance of Businessmen. The private sector jobs linkage provided by NABS was not only a significant achievement, but endured as a stable program area during periods of change.

Though DETA sought to find replacement subcontractors for the public schools, OIC and SER, new subcontractors were not yet in place at summer's end.

DOL decided to close down the program for one month to straighten out organizations and systems. Restriction on new contracting for delivery of services was imposed until a decision could be made regarding the most viable mode of service. Intake was shut down indefinitely.

By summer's end, net-on-board enrollment was less than 1,400 while the number of active participants had dropped to below 700 youths. The closedown of intake would result in a further decline in enrollment, but would also provide time for DETA to determine if a viable method of managing Entitlement could be developed.

GAO has chosen Denver Entitlement for a complete program audit.

Detroit, Michigan

The Detroit Entitlement area is comprised of the contiguous attendance zones of five central city senior high schools. Estimates of over 10,500 eligible youths in the designated Entitlement area were used by the prime sponsor in its original projection of a 57 percent participation rate, or 6,000 youths. This estimate was later revised downward to a maximum of 3,500 participants on board.

The Detroit CETA prime sponsor agency, the Employment and Training Department (ETD), initially designated the Detroit Public Schools (DPS) as the managing agent. Prior to Entitlement, DPS had operated other youth programs for ETD, including Neighborhood Youth Corps, youth work experience, and approximately 50 percent of the Summer Youth Employment Program activities. Other organizations with existing relationships to ETD were also utilized in Entitlement. The Michigan Employment Security Commission signed a non-financial agreement to carry out project job assignments, and some community based organizations, which had provided alternative education services in existing CETA programs, were to make available similar services to out-of-school Entitlement youths.

The program began to encounter problems soon after operations began. By the end of May, less than half the 2,200 enrolled Entitlement youths had been assigned to jobs. To speed up job assignment, several basic program systems were short-circuited. As a consequence of this, many files and records were lost or left incomplete. By the middle of July, a large number of youths listed in the payroll system were not receiving paychecks. For a period of several months there was no way to ascertain how many youths were working in Entitlement, or how many were enrolled and needed job assignment. During these systems breakdowns, it also became clear that the agencies with a major role in operating the Entitlement program--the prime sponsor and the Detroit Public Schools--were not in agreement over who was responsible for key program functions.

During the fall of 1978, the program came to a standstill, and all activity was halted until corrective action regarding program systems was implemented, and key program functions were properly defined and assigned. During this six-week-hiatus in program operations, all participant files were reconstructed and corrected; supplemental payrolls were used to correct pay inconsistencies from the summer. However, it became evident that no appropriate and workable agreement could be reached between ETD and DPS which would allow DPS to remain as managing agent. Therefore, both agencies agreed that the prime sponsor itself should assume that role. This transfer of authority and responsibility was scheduled in phases to be completed by early 1979.

In the midst of these program changes, the Entitlement project manager was dismissed. The ETD MIS division director was named interim project manager, an appointment which later became permanent. With the lessening of the Detroit Public Schools' role in major Entitlement functions, a number of other organizational changes were instituted. The Chrysler,Institute, which was initially providing only "World of Work" orientation for out-of-school youths, now handles virtually all Entitlement functions for such youths. Chrysler develops jobs for drop-outs and assigns them to appropriate alternative education slots, some of which Chrysler supplies. Michigan Employment

Security, in addition to providing job assignment services, manages the Entitlement job bank, formerly under control of DPS. Within ETD itself, a full Entitlement operations unit was established with DPS YIEPP staff transferred to ETD, and supports added from the central payroll and MIS units. This division of responsibility allows the four cooperating agencies to operate with an increased confidence and efficiency resulting from a division of labor according to each agency's area of expertise.

Based on the September 1978 enrollment figure of 4,000 (with about 2,000 paid), the submitted Entitlement extension document projected net-on-board enrollments continued to climb through August 1979 to the projected figure, the number of participants paid remained constant at around 2,000.

By July 1979, recruitment and intake systems were in place and smoothly operating; job development and match were no longer problem areas; school performance standards had been revised in April to allow students with substandard performance to be issued two separate monthly written warnings before termination, and were in force. However, problem areas still existed. The newly required reverification process, begun in March, was lacking sufficient controls to ensure identification and follow-up on all affected youths. Payroll and MIS had not recovered from the confusion in the initial start-up. Both of these systems were carrying 3,000 more youths than those actually receiving paychecks. Additional controls were implemented in payroll, and the payroll register was purged to reflect only those 2,000 youths actually paid. The MIS system is still being cleaned up.

During the early summer, 1979, the General Accounting Office began to review the Detroit program. As GAO finds questionable activities at the worksites, feedback is given to ETD staff for corrective action. In the remaining months, GAO will expand their review to all systems and activities which comprise the Detroit Entitlement Project.

September 1979 found Detroit Entitlement a much improved operation. The private sector subsidy reduction plan, dictating a downward sliding subsidy to 75 percent, 50 percent and roll-over at six month increments, in in place. The first wave of 74 firms yielded compliance from all but four. Most systems were functioning well, and Detroit was focusing on keeping its enrollment up and in further refinement of its basic operating procedures and programmatic components.

Rural Mississippi

The Entitlement program in Misissippi covers 19 rural counties which span east to west across the southern portion of Mississippi where there are only five urban areas with populations in excess of 10,000; there are very few public transportation systems outside of the local school bus system; and there are 28 separate school districts, each with its own superintendent. Although this area of Mississippi had some functioning GED programs, they were not geographically well distributed, and had limited slots.

The original goal of the Mississippi Entitlement program was to enroll 8,000 youths, about 2,000 of whom were to be out-of-school youths. A major Entitlement activity was to be the creation of alternative education centers located throughout the Entitlement area with resources to accommodate this large number of out-of-school Entitlement participants, who were not expected to return to the regular public schools. Another program goal was to make 25 percent of all worksite placements in the private sector, with a subsidy reduction plan in which the private firms were to reimburse 25 percent of all worksite placements in the private sector, with a subsidy reduction plan in which the private firms were to reimburse 25 percent of youth wages.

The Governor's Office of Job Development and Training (GOJDT), the balance of state prime sponsor, is the program manager and coordinator. Actual program implementation responsibilities have for the most part been subcontracted out. The largest subcontractor historically for CETA programs in this area, and currently for Entitlement, is the Mississippi Employment Security Commission (ES). ES has at least one office in every county in the state, and therefore is the only existing institution with the capability, manpower and bureaucratic tradition to operate such a geographically widespread program like Entitlement. ES's responsibilities are to process all enrollments, develop worksites, make all placements, process all wage payments, including the subsidy reduction plan, and provide orientation, vocational exposure and work-related counseling to participants.

The University of Southern Mississippi (USM) was originally also a major subcontractor. It was to negotiate subcontracts with each of the local school districts who hire the Entitlement school counselors, design and establish alternative education centers, provide management information systems for the program, and design and carry out various supportive services like a YIEPP transportation network, child care for the children of YIEPP participants, health services and an emergency loan fund. Four community based organizations were to be responsible for recruiting out-of-school youths, hiring some worksite supervisors and monitoring worksites.

Although the program was scheduled to begin in March of 1978, many essential elements were not in place. GOJDT's Entitlement staff was, for the most part, new, and needed training. Some technical programmatic components had not been decided. However, by late April and early May, the first youths were enrolled.

USM did not establish the alternative education centers until mid-July, so many of the out-of-school youths recruited before then could not enroll; they comprised less than 250 of the first 4,500 enrollments.

The vast majority of the worksites were in the public sector; the emphasis was in first getting youths enrolled using reliable sites and methods developed for the Summer Youth Employment Program. Private sector worksite development went very slowly, partially because of delays in setting up the subsidy reduction mechanism. However, by September 1978, this element was operational.

USM had difficulty providing the services that it had been contracted to provide. The transportation and other supportive services were provided haphazardly. Although the alternative education centers were set up slowly, they were functional, due primarily to the administrative capabilities of the individuals responsible for them. However, the coordination of the in-school counselors received little guidance from USM, and the timely and complete reports on academic and attendance standards were not done. In addition, USM was not able effectively to coordinate its activities with the other subcontractors. By December 1978, GOJDT determined that USM was not performing up to a reasonable standard and sought to renegotiate the contract. This proved to be unsuccessful, so plans were made to re-allocate USM's responsibilites and delete USM from the program. This occurred effective June 1979. The CBO's were then contracted to provide supportive services, and GOJDT contracted directly with the schools and alternative education centers.

The early program experiences in the fall of 1978 also pointed out other problems. Many of the worksites used during the summer could not accommodate the same number of participants for part-time work. Although private for-profit worksites were being developed, the jobs were, for the most part, in small businesses and could only accommodate one or two youths. By October 1978 there were 900 participants in holding status, about 300 of whom had never been assigned to a worksite. Various efforts, programmatic and contractual, have been attempted to remedy this problem. However, it continues, and the percentage of unassigned youths has not decreased. ES claims that given their rural economy, acceptable jobs simply do not exist, although some information shows that in some areas, like Hattiesburg, there are available worksites. As of August 1979, there were over 1,000 enrolled youths on 'hold,' and 21 percent of them had been classified in this status over 90 days.

During the summer of 1979 GOJDT submitted five Entitlement Enrichment proposals: two of them were approved. One is aimed at remediation and tutoring for in-school youths who have failed one or more academic subjects; the other for alternative education participants which is aimed at preparing them to successfully complete the GED.

By the fall of 1979, most elements of the program were functioning well: the payroll system as well as the private sector subsidy reduction program operate smoothly; worksites and worksite supervisors are monitored periodically, and about 3,800 youths are employed and continuing their schooling. The recertification process goes forward without major problems. Although the number of youths participating in the alternative education centers is much smaller than anticipated (about 10 to 12 percent versus 25 percent), their continuing attendance and GED completion rates are promising. The major program problem yet to be resolved is the large number of enrolled youths not on worksites.

King-Snohomish (Seattle), Washington

The Tier I Youth Entitlement Project site in King and Snohomish counties, state of Washington, is the responsibility of the King-Snohomish Manpower Consortium (KSMC), CETA prime sponsor for the two-county area. The consortium encompasses nearly 4,300 square miles with a total estimated population of some 1.4 million people. The service area of KSMC includes the city of Seattle and rural area of King and Snohomish counties. The project was initially projected to service 5,258 youths.

Service delivery is carried out through the five public and private nonprofit agencies that comprise the consortium. These agencies are experienced in manpower programming, and have responsibility for participant recruitment, worksite development and monitoring, training, participant monitoring and related activities. They are:

- The City of Seattle (Department of Human Resources) serving the out-of-school population in Seattle;
- Seattle Public Schools, serving the in-school population in the City;
- King County (Department of Youth Services), serving in-school and out-of-school populations in the past through separate administration, now combined under one administration;
- Everett School District #2, serving the in-school eligibles in Snohomish County;
- Passages Foundation in Snohomish County, serving the out-of-school population which was formerly served by the Snohomish County Community Action Council.

The Consortium has overall administrative responsibility for Entitlement, and its primary objective is to maintain uniform quality in service delivery and program performance through policy development, coordination of program planning, budget negotiation, the maintenance of an information system serving all deliverers and the monitoring of program agent performance.

A special staff and program director were assigned to manage the initial phases of project implementation. Because the Entitlement approach posed complex research and operations problems, the special unit organized all functions around a centralized administration. Once the program agents and consortium staff transformed the workload into more routine and easily managed tasks, the special unit was abandoned. A coordinator was then assigned to ensure that Entitlement activities were performed in compliance with Department of Labor regulations and consortium policy.

Low enrollment has been a continued concern at the KSMC Entitlement program. Since September 1978 the number of youths paid has declined. The program agents have gone to great lengths to recruit youths, but the healthy Seattle economy appears to have absorbed a number of youths who might otherwise have enrolled in Entitlement.

Development of private sector jobs has not been a feature of the KSMC Entitlement program, but, in mid-1979 it was recognized as a potentially important program approach that might be attractive to out-of-school youths. An effort is now underway, although it is too early to evaluate.

The KSMC recertification of eligibility effort was well planned and successful. Because of good coordination and cooperation among all the program agents, all time lines were met, and the process was carried out smoothly.

As part of the review of Entitlement, the General Accounting Office made two extended visits into Seattle and conducted worksite assessments.

KSMC was granted five separate Enrichment contracts. One of the projects funded was with the Seattle OIC Training Center for skills training, GED preparation, and worksite assignment for selected youths. Another was for skills training through a local Seattle Community College.

KSMC expected a maximum enrollment after the Entitlement extension and budget modification of 4,680 paid participants. Its actual enrollment was 4,471, with only 1,476 paid. This dramatic difference between planned versus actual paid participants created the necessity for cutbacks throughout the prime sponsor and its program agents. The consequence was felt by late summer, with staff layoffs as the primary strategy to bring the ratio between administrative and participant costs into line.

Alachua County, Florida

The Alachua County Entitlement area consists of two contiguous school districts. One is predominantly urban and extends across the eastern portion of the city of Gainesville. The other centers around the small village of Hawthorne, 15 miles from Gainesville, and includes most of the eastern third of the county. The majority of Entitlement participants attend one of two high schools in the area. Some attend an alternative school for the emotionally disturbed or retarded, while the remainder are sprinkled among a university lab school, two other city high schools, a community college high school and an adult education center.

Alachua County originally projected serving 313 youths, a significant portion of whom were expected to be high school dropouts. Consistently lower-than-anticipated enrollment levels prompted the county in late 1978 to revise its highest projected slot levels to 161 for the part-time component and 276 for the summer component. At the same time the county lowered its projections for enrollment of dropouts to five percent of all participants.

The program has three special features: on-the-job training in the private sector, referral of and participation by youths involved with the juvenile justice system and special career development activities. The career development activities include a comprehensive "world of work" orientation before initial job assignments and weekly or biweekly group counseling sessions. During 1979, many of the career development activities have been folded into monthly career day programs which have addressed such topics as higher education and financial aid applications, the local employment outlook, and nontraditional jobs for men and women. Alachua County also experimented with a peer counseling component in 1978.

Like most CETA programs funded in the county, Entitlement is operated by the prime sponsor. Entitlement funds are also used to support a CETA-liaison position at the Alachua County School Board. The CETA liaison verifies school enrollment, monitors academic performance and attendance standards and assists with in-school as well as out-of-school recruitment. Entitlement has forged a closer relationship between the urban schools and the CETA program and, in Hawthorne, has precipitated a relationship which did not previously exist.

The first enrollments in Alachua County occurred in late March 1978. Over 75 youths attended the first two-week orientation and were matched relatively smoothly and swiftly with public sector jobs. Two subsequent orientations pushed active enrollment over 150 where it stabilized throughout the summer and during the fall.

The principal start-up problem was job development. While the supply of jobs in the Gainesville area tended to stay ahead of demand, in the rural areas where public agencies are few and private businesses are small and unstable, the supply of jobs barely kept pace with demand. During the 1978 summer component, nearly 50 custodial and groundskeeper positions were created in the Hawthorne public schools to assure a job for every participant.

Since that time, recruitment efforts have continued, but active enrollment has slowly declined. Recruitment has been most successful with in-school participants. Outreach to out-of-school youths has included several letter-writing campaigns by the school board-CETA liaison, requests for referrals from a variety of community agencies, home visitations and the usual public media announcements.

Lower enrollment levels minimized job development problems in 1979, but when difficulties in implementing the wage subsidy reduction plan were encountered, job development had to be stepped up in the public sector.

In February the project contracted with the public transit system to provide daily bus service from Hawthorne to Gainesville and back again to alleviate the rural job development problem. By the end of the summer component in 1979, the supply of jobs outnumbered youths needing assignment or reassignment by about two to one, but there continued to be a shortage of private sector jobs and jobs which related more closely to the career interests of the participants.

The Entitlement program has made steady progress in increasing the flexibility of the school system in order to fulfill the goals of Entitlement. Attendance and academic performance has been rigorously monitored and enforced. Discussions have occurred, but agreement has yet to be made on the award of academic credit for Entitlement. Only those youths enrolled in distributive and cooperative education programs may receive credit for Entitlement work experience, but the schools as well as the Entitlement project actively promote the enrollment by Entitlement youths in these courses.

The most recent problems have involved implementation of the wage subsidy reduction plan and turnover among staff. The subsidy reduction plan was to have become effective October 1, 1978. Employers were to start payments around February 1, 1979 for participants who had completed half of their expected time in the on-the-job training (OJT) positions. The county did not approve the employer contract or the wage subsidy collection process until May 1979, however, and no employer contributions were expected until fall 1979. During the October 1978 and May 1979 interim, many OJT commitments were lost and no new OJT placements were made.

In June, a substantial number of the counseling staff resigned to pursue other careers or to return to graduate school. The turnover caused confusion for most of the summer, but by August the program showed signs of stabilizing again. Enrollment hovered around 100 at the end of the full-time component; 15 of these were juvenile justice system referrals. Six youths were working in private sector slots, five of which were covered by wage subsidy reduction contracts. Administratively, the program was in sound shape, with reverification procedures in place and participant-to-management cost ratios being consistently met. A highly promising enrichment project to provide remedial reading services to 40 youths was under development and staff were hopeful that most operational problems were either resolved or sufficiently harnessed to assure a productive fall component.

Albuquerque, New Mexico

The Albuquerque Entitlement area consists of the Albuquerque High School District, a large and widespread geographical area with approximately 35,000 residents living in neighborhoods ranging from extreme poverty to affluence.

The prime sponsor is the City of Albuquerque-Bernalillo County Consortium, Office of Comprehensive Employment and Training Administration (OCETA). The bulk of youth program operations, including Entitlement, is subcontracted by OCETA to the Albuquerque Public School (APS) system. The relationship between OCETA and APS is long-standing and has been quite successful. APS is the program agent and operator for Entitlement, and all Entitlement staff are APS employees. There are no other subcontractors.

Worksites for Entitlement in Albuquerque have been limited to the use of nonprofit and public agencies. Kirtland Air Force Base and the University of New Mexico are the major providers of jobs for the Entitlement youths, and both have been previously involved with youth programs and supportive of the Entitlement project. The Entitlement staff have gradually developed an additional 20 to 25 smaller worksites to meet special problems of some Entitlement youths, such as transportation and class scheduling.

As special features of Entitlement, Albuquerque operates a component for teenage parents and an Occupational and Career Training Program. The teenage parent component is directly linked with the New Futures School, an alternative educational program and facility operated by the school district, which allows teenage parents to continue their educational pursuits by offering basic courses in education, family living and pre- and post-natal care.

The Occupational and Career Training Program is a course taught by the Entitlement counselors that each Entitlement youth is required to attend. This is a one-hour, weekly class that covers such topics as world-of-work orientation, basic information on career planning, and general labor market information. The youths receive academic credit for satisfactory participation in this class and satisfactory job performance. A combination of 180 hours of work and class hours earns one school credit per semester toward graduation. At the end of the school year in June 1979, some 102 Entitlement youths that graduated from high school received anywhere from one-half to three and one-half academic credits for their participation in Entitlement. Many of these graduates would not have had sufficient credits for graduation without the Entitlement program and these credits.

The start-up of Entitlement in Albuquerque in spring 1978 essentially was a smooth one despite a few minor problems. The school semester had already started, and rearranging student schedules for early release of students from school in time to reach worksites each day caused a small delay in assigning youths to worksites. Also, some worksites that had been developed earlier had lost interest in Entitlement. As Entitlement operations moved into the summer, these problems had been successfully resolved, allowing Albuquerque to meet its originally planned enrollment goal of 443.

In the fall of 1978, Albuquerque added two Entitlement counselors to the four already on staff to reduce the average counseling case load and improve the amount and quality of time counselors spent with individual Entitlement participants. Because of the city's poor mass transit system, the Entitlement participants assigned to work at the air force base were experiencing a major problem getting to and from the worksite. In January 1979, therefore, the program also added a transportation component which provided direct bus service between the high school and the air force base.

A change in OCETA directors during the summer of 1978 and a change in Entitlement coordinators that fall did not appear to have an adverse impact on Entitlement. With the exception of opening a part-time satellite office at the high school in February, there has been no change in the outreach and recruitment techniques used by Albuquerque. These techniques continue to be focused at the high school, which has provided significant numbers of participants. Job assignments have continued to be made within a day or two after eligibility determination but can take two weeks if a job has to be developed to address a special need of the youths. Overall, the available jobs are keeping up with the current pace of enrollments, and major job development on the part of the Entitlement staff is not necessary.

An enrichment proposal has been approved for implementation in Albuquerque. It entails a dual focus, career exploration using the COATS system and various social services made available to individual youths by a social worker. The former component got underway in July 1979; the latter is slated to begin fall 1980.

The transition from part-time to full-time work in the summer of 1979 occurred with no significant loss of worksites, due to a decision by most Entitlement youths to remain working at the same worksites they had had during the school year, as well as a continuing surplus of worksites and job slots. Summer work activities ended on August 3; youth returned to work for the fall on September 5. Active enrollments at the end of summer 1979 were somewhat low, with 266 active participants compared with a planned level of 292, as a result of a higher turnover of youths than expected during the summer. Two changes occurred at this time: first, the original Entitlement coordinator came back to his old position; and second, the official school day was extended to 3:00 p.m. Neither of these changes appears to have had an adverse impact on Entitlement. The coordinator was already familiar with the program, and the class change was at the beginning of a semester, which made it easier to obtain early release for students without having to reshuffle classes.

Albuquerque was one of the four Tier II sites selected for an in-depth visit by the General Accounting Office (GAO).

Entitlement operations overall in Albuquerque continue without any major problems: The staff is seeking better refinement of its efforts; reverification of eligibility has been an ongoing process occurring every six months; budget expenditures have been close to plan, with the management-to-participant ratio continually being on target.

Berkeley, California

The Berkeley Entitlement program serves the entire city and is jointly operated by the city's Youth Employment Service (YES) and a special component of the Berkeley Unified School District (BUSD). Berkeley's Office of Employment and Community Programs (OECP), their CETA Administration, provides coordination and monitoring, MIS and fiscal services to the program. The major innovation is this "side-by-side" program implementation, with counselors from the BUSD and YES components working together with each youth on orientation, job placement and the monitoring and enforcement of program educational, attendance and work performance standards. The State Employment Development Department does intake and verification at the program's headquarters and VISTA College provides GED and counseling for the older out-of-school youths. Both of these subcontractors have worked previously with OECP.

Originally and erroneously based on 70 percent of the lower living standard, Berkeley had estimated the rate of participation to be 500 in-school and 300 out-of-school youths. Gearing the program to the correct OMB eligibility criterion for a family in poverty, they had enrolled 503 in-school youths and 12 out-of-school youths by September 1978. By August 1979 there were 1,013 youths ever enrolled, only about three percent of whom were former dropouts. At that time there were about 560 youths actively participating in the program.

Proposition 13, passed early in June 1978, caused a major staff shift at OECP. Job insecurity and general confusion led to a slowdown in all phases of early program operations. This also led to poor internal coordination within OECP and between OECP and the program components. Internal management systems had not been strong at OECP, and the shrinking staff had too much to do. Data collection and reporting got off on the wrong foot and has remained highly problematic ever since. Public sector jobs were cut as a result of Proposition 13, and OECP has never emerged from its crisis-management to free staff for the development of a private sector plan. The VISTA component was not begun until fall 1978 and has also had problems, which by fall 1979 were serious enough--especially in the areas of low enrollment levels and coordination with the rest of the project--to merit possible termination of the VISTA contract. In February 1979, a new Director of the Youth Employment Services was hired to co-manage the program, and he has tightened up all operational aspects.

Recruitment overall has been easy, given the intermarriage of BUSD and YES in running the program. Out-of-school youths have been much more difficult to locate. The city's Young Adult Projects have helped in this area, but the level of dropout enrollment will probably not increase substantially.

Job development has generally kept on an even par with enrollment since startup. The program had initially developed some high quality private sector jobs, but these were discontinued when the program could not develop an adequate and timely plan to reduce the subsidy. Ultimately such a plan was approved by MDRC/DOL, but the program has never moved back into private sector job development because of the difficulty in obtaining the necessary OECP and city support. Job placement time has been reduced from six to about four weeks after enrollment. Youths spend this time going through a formal series of reading and career assessments and orientation workshops and are paid for their participation.

The BUSD component of the program settled into place by fall 1978, monitoring and enforcing standards and counseling almost all the enrollees, with the exception of some 100 youths not enrolled in a BUSD school. By the summer of 1979, school portfolios were developed on each of these non-BUSD youths and arrangements were at last made to obtain their grades regularly for the next year of the program. Side-by-side counseling, where a BUSD and a YES counselor co-counseled and evaluated each youth on his school and work performance, was another program innovation which was altered somewhat in 1979. Originally intended to be done every six weeks, it soon became too time consuming and haphazard. Now each youth has a side-by-side session at the end of each semester, and only those youths on academic probation receive them more frequently.

The BUSD component upgraded their educational services when it slowly became clear that perhaps one-third of the youths were regularly below the program's performance standard. These services were further expanded into two enrichment packages, approved August 1979. One proposal will provide funds to expand the BUSD remedial education and career counseling services and also enable the VISTA College component to provide career education for its enrollees. The second proposal will entail subcontracting with the East Bay Skills Center for vocational skills training for these youths. It is hoped that these enrichment activities, coupled with the intensive focus on remedial and motivational counseling of the regular program, will have a positive impact on school performance.

Reverification was started slowly and late and several staff changes at EDD confused and delayed the process even further. Ultimately a group of some 340 youths were reverified before being permitted to go to work full time in the summer, and about a quarter of them were found ineligible. To avoid another, similar fiasco, the process has now been taken up jointly by EDD and **YES**, who identify and verify youths on an ongoing monthly basis.

Berkeley's contract extension of $4.5 million calls for the project to maintain a 55 percent participant cost ratio, which it had no problem doing for the first two quarters of 1979. Its enrollment levels remained almost on target through August, with a net on board figure of 575 against a goal of 600. However, the number of youths paid began to fall below projections as early as April, with 450 paid against a goal of 520, a 15 percent drop. This figure declined substantially over the summer to an average level of 365 youths paid against a goal of 500, a drop of 27 percent. The project may not comply with the ratio for the summer, but this is not yet certain because of the most serious, ongoing problem of data collection. Berkeley has been involved in data cleanup activities for almost a year.

Berkeley's task for the next year will be to boost and maintain their active level of youths, implement their enrichments, tighten up the use of their innovative side-by-side counseling sessions, clean up their data, and then refine and tighten up the various details of their operation to more fully conform with their plans.

Dayton, Ohio

The Entitlement area in Dayton consists of one census tract from a predominantly black residential area. Although the majority of participants attend a high school located just outside the Entitlement zone, enrollees can and do attend any of a dozen public or private high schools in the city.

The Entitlement grant was first awarded to the Miami Valley Manpower Consortium. In October 1978 the program was transferred to the city of Dayton, which had become an independent prime sponsor. Throughout the life of the project, the managing agent has been the Dayton School Board. Management of the OJT component, the program's innovation, was subcontracted to the Dayton Urban League until June 30, 1979. At that time, OJT responsibilities were assumed by the School Board pending designation by the city of a new OJT slot developer for 1980.

Although it originally projected serving 140 youths, in late 1978 the city revised its projected slot level downward to 87 youths. Low enrollment has been a continuing problem, causing management costs to run disproportionately high. Although it was anticipated that 20 OJT slots could be filled quickly after project implementation, seven has been the maximum number filled at any one time.

The first enrollments occurred in late April 1978. Subsequent enrollments came slowly, and the pool of public sector jobs developed in 1977 outnumbered participants by five to one.

The OJT component was slow to produce results. A key problem related both to the overall low enrollment level and to the criteria used to select OJT candidates. Only seniors in good school standing were allowed to participate. The Urban League initially approached OJT placement by developing a pool of OJT positions and then filling them with interested and qualified participants. The small number of candidates necessitated a reversal of this matching process so that OJT positions were developed after participant interests were determined. The first OJT placements were made in late August 1978.

Recruitment efforts have been intermittently intensive, but with disappointing results. By the end of 1978, the Entitlement area had been canvassed several times, using School Board rosters of 15- to 19-year-olds.

living in the Entitlement area. In the spring of 1979, recruitment focused on the 15 year-olds, who were contacted a month prior to their 16th birthday to encourage their application to Entitlement. Some door-to-door recruitment, "bring-a-friend" recruitment efforts by participants, and public media announcements have been utilized, but with minimal success. The project reached its highest active enrollment level, 49 youths, in May 1979. Most of these youths had been attending school prior to enrolling in Entitlement.

The continuing low enrollment levels have minimized job development needs. Public sector development has not been problematic; private sector job development efforts have been ongoing, but with limited results. In early 1979, a decision was made to give all seniors an opportunity to work in OJT positions. By the end of the school year, all seniors had worked in OJT positions for at least a portion of their Entitlement experience, but only two accepted permanent job offers. A few youths found other jobs or enrolled in college. Many did not perform well enough in the private sector to be offered permanent jobs.

School attendance and academic performance were monitored and enforced more closely in 1979. As the project passed the second major school marking period since program inception, participants were expected to have had sufficient time to demonstrate their seriousness about school performance. A system of warning notices and probationary periods was implemented to enforce attendance and performance rules. Another significant accomplishment was the approval by the School Board of the award of academic credit for Entitlement work experience. All youths are eligible to earn one-quarter credit for each 40 hours of work experience and to apply up to two credits toward the 19 needed for graduation.

The OJT component never reached its projected size, primarily because of the extent of underenrollment at Dayton generally. For summer 1979 OJT participation was limited to three August graduates. In early September three youths were placed in new OJT positions developed by the School Board; shortly thereafter the Miami Valley Alliance of Businessmen was awarded a subcontract for private sector job development.

At the end of the summer, active enrollment stood at 26. Participant-to-management cost ratios remained widely off target, and the project administrators were waiting anxiously for permission to expand the Entitlement area to an entire school district. Locally, such an expansion was believed to be the only solution to the enrollment and management cost problems and to be at least part of the solution to historic OJT problems. The Dayton program was selected by GAO for an in-depth field visit.

Hillsborough County/Nashua, New Hampshire

The Entitlement project in Hillsborough County was set-up to operate within the city limits of Nashua, a small, southern New Hampshire city. The original projections called for an enrollment of 329 participants; late in 1978, this figure was revised downward to 132. All of the eligible pool was scheduled to be drawn from a single high school; no appreciable minority representation was anticipated, given the nearly all white character of the area's population.

The administration of Entitlement is under the aegis of the Southern New Hampshire Services, Inc (SNHS). While fiscal and payroll are handled from the SNHS offices in Goffstown, 30 miles away, the actual, day-to-day implementation of Entitlement rests with a staff out-stationed in Nashua.

The last year has resulted in some significant revisions in the structure of the program. Though there is a relatively high level of private, for profit involvement in the project, the relationship between the Chamber of Commerce and SNHS has been quite strained.

This dispute was partially resolved during the summer; a new performance-based contract was signed between the Chamber and SNHS. Its provisions stipulated adherence to a fixed schedule for job matching and assignment. While conflicts concerning job development and placement were allayed, what remained a point of contention was the scope of the Entitlement counselor's role. The absolute prohibition against staff from Entitlement communicating with private sector employers had been insisted upon by the Chamber; the renegotiated contract left this ban intact. Only representatives from the Chamber are permitted to approach employers, even after the assignment of enrollees. This limitation on the ability of counselors to intervene directly in job-related problems--as long as the site was in the private sector--created a dual system. Entitlement staff felt constrained from recommending private sector assignment for any youth who might be in need of intensive support; if, however, that youth were assigned to a site in the public sector, then free access was available to the counselor.

Beyond working to maintain an often delicate collaborative relation with the Chamber, the Entitlement program, generally well run, has been struggling to increase its level of participation. Despite vigorous recruitment efforts, the number of youths on active status has stabilized at 90 to 100; a significantly lower figure--60 to 70--represented those youths actually receiving a regular weekly paycheck. The short-fall in projected participation led SNHS to submit a request for an expansion of the geographic boundaries of Entitlement. Five additional school districts, all contiguous to Nashua, were proposed as the area of enlargement; as the summer drew to a close, the request had been granted, and preparations were underway to identify eligible youths within the new high schools.

As another approach to building enrollment in 1979, SNHS began to respond to the lack of adequate transportation for Entitlement youths. Worksites were spread out in diverse and often outlying points in the Nashua area; public bus service is all but nonexistent--a deficit which constitutes a serious barrier to employment. Recognizing this need and its impact on making the program a feasible option for some youths who had been physically isolated from jobs, a van was secured through enrichment funding. Operating from early in the morning to eight o'clock at night, it began to carry between 15 and 20 Entitlement participants each day.

The Entitlement program also set up a range of special activities designed to enhance the self-esteem of the participants using enrichment funds. A weight-reduction class was established, and a modified Outward Bound experience was offered to youths during the summer. These innovative approaches were based on the theory that increasing an enrollee's sense of competence and self-esteem would carry over into improved job performance; pre- and post-testing were built into these enrichments in order to measure impact.

Though the Entitlement program in Hillsborough did not target dropouts as a special focus of implementation, the degree of involvement of previously out-of-school youths has been unusually high (about 15 percent of overall enrollment levels).

Hillsborough's Entitlement program has successfully put into practice a subsidy reduction plan; eight youths are now working in jobs where the employer reimburses SNHS. Reverification has been handled smoothly, too;

all youths are individually tracked and their eligibility reverified after a year's participation. Overall, the program has carefully attended to procedural guidelines laid down by DOL/MDRC. The Hillsborough program was selected by GAO for an in-depth field visit.

Monterey County, California

The Monterey County CETA prime sponsor administers a Tier II Entitlement grant for a projected 193 participants. The Monterey County Youth Corps, a division of the Monterey Office of Education and program delivery agent for youth programs, is the program's managing agent. The Gonzalez High School District defines the geographic area for this project, which encompasses the three townships of Soledad, Gonzalez and Chualar. The special feature proposed by Monterey CETA was to enhance the possibility of migrant youths breaking the "migrant cycle" by better access to equal educational opportunities and with monetary support through employment. The projected 193 participants were divided between 159 in-school and 34 out-of-school youths. Project administration is housed in Gonzalez High School and directed by a Project Supervisor, who reports directly to the Youth Corps Project Director.

This project has run quite smoothly from the outset, and the issues that have arisen have not been caused by internal problems. As of August 1979, Monterey had enrolled a total of 283 youths with the net on-board figure averaging about 140 participants, about 80 percent of whom are paid every week. The enrollment levels of out-of-school youths and migrant youths have never met initial projections, and initial plans to offer these youths GED classes were cancelled due to Proposition 13. However, a $60,000 enrichment grant awarded to the program in the summer of 1979 will help fund a Continuation School for 25 returning dropouts in YIEPP and 25 other youths. It is expected that the availability of an alternative to the traditional school and its schedule will increase the enrollment of such youths. The Continuation School will be located at Gonzalez High School and will be moved to its own quarters in Soledad early in 1980.

In 1978, Proposition 13 created a shortage of worksites in the public sector for all of Monterey CETA. As a result, the Entitlement program agreed to place displaced and new participants in private sector worksites, thereby freeing remaining public sector worksites for other CETA programs that could not utilize the private sector. As of August 1979, Monterey had placed close to 70 percent of its participants on private, for-profit worksites. Monterey's plan for the reduction of subsidy includes provisions to reduce the subsidy every six months as each youth becomes more employable, and, simultaneously, to have the employer contribute some additional money to bring the youth's hourly salary up to a par with the entry level wage for the job when he or she is eligible for transition. Although the program feared that many private sector employers might drop out if required to pay a youth's wages, this has not been the case. The mechanism for the process works smoothly and many of the employers have hired the youths assigned to them after they graduate.

The monitoring and enforcement of school performance standards has continued to be thorough and methodical due to both the location of the program's office on the high school campus and the straightforward manner of the program supervisor. Youths are monitored biweekly and evaluated monthly, and they understand the rules and their responsibilities. Youths who do not meet these standards in a given month generally get their work hours reduced or are temporarily suspended from the job. The worksites themselves are regularly monitored by the program staff, and a log is kept of such visits and any actions that result. Corrective action may include not refilling vacant slots at a poor worksite, or it may require the visit of the program supervisor to discuss further corrective action with the employer. However, since almost every job has been developed by the program supervisor to fit the needs of particular youths, most job matches are a good fit and continue to provide good work experiences for the youths.

The size of the program and the methodical approach of its supervisor make most of the regular and periodic program functions run smoothly. Reverification, for example, was conducted on schedule and according to plan. It is now conducted on an ongoing basis, and there have been no problems to date.

In July 1979 Monterey was offered the possibility of expanding their Entitlement area. Approval was given to add Alisal High School district, which is contiguous with the present area and centered in the city of Salinas, to the current Entitlement area. This expansion will have a considerable impact upon the program; the net-on-board level of participants is now scheduled to double and reach a maximum of 336.

The next year will see the project implementing their alternative educational enrichment program, which may improve the enrollment of dropouts into Entitlement. The expansion will demand close scrutiny and careful administration, for while this program has functioned creatively and effectively for 140-odd youths, doubling its enrollment and increasing the size of the rural area it serves will bring new pressures and challenges to bear on the program's management.

New York, New York

The Tier II New York Entitlement program is located primarily in the Crown Heights section of Brooklyn but also includes an adjacent portion of the Brownsville area. The program projected enrolling approximately 400 youths. The Entitlement area encompasses numerous small businesses in need of subsidized labor and several large hospital complexes and is near the downtown section of Brooklyn, which has a large shopping area.

The Department of Employment (DOE) acts as the manager for the Entitlement program. DOE administers several youth and young adult programs in New York with a total budget of over $100 million a year. Management of the Entitlement program is through a special unit of twelve staffs responsible for the day-to-day administration and supervision of the project. The project director reports directly to an Assistant Commissioner in charge of CETA Title III Youth Employment Programs. Experienced DOE staff, previously involved with the SPEDY summer program in Brooklyn, set up the structure for Entitlement. It was decided that the project director and staff would be responsible for the management and operational component of the Entitlement program. All fiscal matters would be handled by the central fiscal staff of DOE. During the early stages of the Entitlement program, there were two hurdles that the program had to overcome: (1) acquiring permanent office space, and (2) acquiring additional staff to properly man the Entitlement program under a DOE hiring freeze. The program started recruitment and enrollment, using temporary facilities at Wingate High School and St. Matthew's Church in Brooklyn, and later transferred these activities to their permanent location. With the help of 16 volunteers that worked from February until May with only the promise of a job when DOE lifted its hiring freeze, the Entitlement program got off the ground.

The New York Entitlement program has always met or been near its planned enrollment levels. During the planning phase of the Entitlement program it was felt that the bulk of the students would come from Wingate High School, which is located in the Entitlement area. Once recruitment began, it was discovered that the majority of the Entitlement youths attended other public and private schools scattered throughout Brooklyn, the Bronx, Queens, Manhattan and Long Island. Recruitment efforts for out-of-school youths were not very active, and enrollment of this group has been very low.

Private sector involvement is a special feature of the New York City program. The 100 percent subsidy opened the door for the job development unit to seek jobs in private, for-profit establishments in Brooklyn and lower Manhattan. The job development staff have been successful in securing a number of single or double placements with small, service oriented "mom and pop" businesses. During the student's job matching phase of enrollment, each youth is given at least one alternative to choose from.

The job matching phase has worked smoothly, and New York City has not had a seriously high number of enrollees in pending or hold categories.

The Board of Education has been very enthusiastic and responsive to the idea of linking education and employment programs. The Chancellor has expressed his interest and commitment to this linkage, and this has opened doors at the local level. The Board of Education committed some funds to support staffing the program. The project has also established helpful links at the local school level which have facilitated obtaining school attendance and performance information on participants.

The Peer Homework Helper program, a special adaptation for the 1978-1979 school year, was developed by the Entitlement staff for youths who need tutorial help in their course work. The program is also a worksite for the youths who facilitate the sessions. The response was enthusiastic, and the Entitlement program decided to expand the idea through the use of their enrichment allotment.

Initial efforts to establish a workable system and internal controls for the reverification process delayed reverification considerably. However, after a training session conducted by MDRC, the process should improve.

To date, New York City has not submitted a subsidy reduction plan for its private sector worksites. The worksites have been notified that the subsidy level will be reduced from 100 to either 50 or 75 percent, based upon a worksite evaluation conducted by the Entitlement program staff. A major obstacle in development of the plan has been the difficulties encountered by the DOE fiscal staff in devising an acceptable system for collecting the subsidy from the employer, which will enable the monies to be diverted directly to Entitlement.

The $87,500 HEW grant for the Infant Care Center was terminated in August 1979 because of the slow implementation process and after a program review. However, DOE met with HEW officials and negotiated a one month, no cost extension with future considerations pending another program review.

New York's proposed enrichment plan is a series of comprehensive student services designed to enhance a participant's Entitlement experience. The proposal called for an expanded remedial education program with emphasis on English as a second language. In-house testing to assess a youth's academic capabilities is built into the remedial education portion of the enrichment, along with the availability of social and psychological counseling. A Career Development Specialist rounds out the Student Services component by providing academic and vocational information. Additional services include field trips to local colleges and universities for all interested students. New York's enrichment allocation is $165,000.

Philadelphia, Pennsylvania

The Entitlement area is located in School District Four in North Philadelphia, a community that is made up almost entirely of black residents. While there is some lower middle-class housing, the area is primarily made up of public housing units, unrenovated private housing, factories and two miles of railroad track. The area is only half residential, and the public housing units have remained 40 percent empty since the program's beginning.

The original program plans projected an eventual total enrollment of 292, but the projections were reduced in late 1978. The actual enrollment to date has been between 140 and 150. The special program features are participation in local unions and substantial private-sector involvement.

The Philadelphia Entitlement program is operated under the auspices of the city's Area Manpower Planning Council (AMPC), as are the rest of the metropolitan CETA programs. The prime sponsor contracts out Entitlement and all but one of its other programs. Although AMPC remains active through general program oversight and monitoring, the Philadelphia School District is the managing agent. The Council for Revitalization for Employment and Industry in Philadelphia has a subcontract to perform job development and job-related counseling and to act as an employer liaison.

The school district also manages the Philadelphia YETP program, which is housed in the same building as Entitlement. Since AMPC depends so heavily on contractors and the district already operates similar school/work programs, the district was considered to be a logical choice to manage Entitlement. However, the program management has not been as effective as it could be; so this structure has been reviewed, and some changes in management structure have been recommended.

The prime sponsor's relationship with the Council for Revitalization for Employment and Industry in Philadelphia is a newer linkage, but the Council now has obtained a second, direct contract from AMPC. While the Council operates its own service programs, it has had no previous manpower contracts. Entitlement also marks the first time the school district and the Council have worked together.

The delayed start-up caused the school district to try to enroll large numbers of students in the quickest manner possible. The result is that the overwhelming majority of participants are in-school youths. Later efforts to recruit out-of-school youths have yielded little success. Recruitment methods that have since been used include a van and bullhorn, pamphlets, radio announcement and door-to-door canvassing. According to program staff, out-of-school youths seem to be dissuaded by the limited amount of working hours available through the program, since many are financially independent.

Job development and matching are handled by the Council. After an informal assessment is made, a youth is matched with a job from the job bank. Interest as well as skill is a factor during placement but is not always the determining factor. The process is relatively efficient; the backlog of unplaced participants is usually small. Originally, the local unions were concerned that Entitlement youths would displace adult workers, but most of those fears have been allayed.

Since the school district is the managing agent, some concessions have been more easily obtained than might otherwise have been the case. Staff members have regular access to school records, meeting rooms and facilities. They receive weekly attendance reports from the school, which 75 percent of enrollees attend, and at least monthly reports from other schools. Early dismissal and academic credit for work, however, have not been easy to negotiate with the school district and remain a problem for the program.

High management costs were reduced somewhat by eliminating positions at the school district and Council but sill remain a problem. Management problems plagued the program through the summer as the Council decided first to withdraw from Entitlement and than to stay on when expansion became possible. Relations between the school district and Council remained strained, with little cooperation and limited communication between staff at the two offices. A management study recommended co location of both staffs which will occur and may help program operations somewhat.

A subsidy reduction plan was finally put in place last spring but has not been fully implemented because of management problems. Assessments of worksites have been completed by monitors from the Council as part of the plan; however the Council has been waiting for AMPC and the school district to initiate the rating process for actual reductions, and the whole process was left on hold during the confusion over the Council's future involvement in the program.

As one of the four Tier II sites selected, Philadelphia received an in-depth field visit from GAO staff.

Philadelphia's first enrichment proposal was approved in July for "peer enrichment" sessions, involving parents, staff, employers, in addition to participants. Implementation of the small group sessions, designed to address school, work, social and psychological concerns of participants, was delayed until August, with actual sessions not beginning until after school began in September. A second enrichment proposal was also submitted and approved in August for training for youths in clerical positions to upgrade their skills. A September start-up has been scheduled.

Steuben County, New York

The Entitlement area in Steuben County comprises seven contiguous school districts in the southern, most rural portion of the county, chosen for the project because the county's other manpower program had not traditionally served the area. Because job opportunities in the area were believed to be limited and because the program was to be "innovative," worksites were developed for the project that would provide interesting opportunities not usually available to youths in the area. Theater, art and forestry sites provide jobs for most youths, supplemented with additional work experience jobs in public agencies.

Steuben County CETA administers the Entitlement project from an out-stationed Entitlement office in Addison, New York. This office is responsible for recruitment and enrollment, job development and some counseling. Subcontracted functions include verification, done by the New York State Employment Service, and payroll, done by SCEOP, a local Community Action Program (CAP) agency. Alternative education is provided under subcontract to a state agency (BOCES), and counseling is done by Rural Farm Workers, Inc., with staff housed at the Addison Entitlement office. Corning Community College sponsors the theater worksites, and the New York State Department of Environmental Conservation sponsors the forestry worksites. All subcontracts are coordinated and monitored by the Entitlement coordinator in Addison and the CETA administrator, and all of the agencies have been utilized in the past for other CETA programs.

The program got off to a slow start with only the "sociodrama" worksite operating during the first part-time component. This worksite was unpopular with both the youths and the conservative community. Although it was discontinued in the summer of 1978, its negative effects lingered for some time. Theater, forestry and art worksites were added in different parts of the Entitlement area, which offered participants a greater choice and eased somewhat the problem of transportation between home, school and the job. Approximately 25 jobs were developed in the area's schools and public agencies, and these are the only program jobs which are not run and supervised by full-time Entitlement staff. While there have been enough jobs for all the participants, scheduling enough hours has been a problem at some public agencies because of school schedules, work hours and transportation. The enrichment grant for the program will provide vans that should help scheduling and transportation problems by providing youths with access to more job sites.

Enrollment has always been somewhat below planned levels, in spite of fairly good recruitment efforts. Enrollment levels dropped after graduation in June 1979 to approximately 100 to 110 youths and have not risen significantly in spite of a fairly good working knowledge of the area's youths by counselors and school contacts. Out-of-school youths enrollment continues to be fairly high, with an average of about 15 youths in GED classes. GED classes are held in two locations in the Entitlement area. No alternative education programs were available in the area prior to Entitlement.

Although relations with the seven participating school districts have not always been good, currently all but one school district are cooperating willingly with the program and recognize its impact on the local communities. School reporting has not been a problem except at one school, and that problem seems to have been worked out. Counselors visit schools regularly and are usually aware of problems before formal reports are issued.

Counseling continues to be an important segment of the program.

Because the Entitlement office also serves as a worksite for many youths, counselors have frequent contact with participants. Other worksites are visited several times a week. Special sessions on career opportunities, financial aid, planned parenthood and other topics are also held frequently to acquaint youths with available opportunities.

Although internal management problems have at times disrupted the program and staff turnover has created some problems -- especially hiring replacements for theater supervisors -- Steuben's program continues to operate fairly well. The forestry site was closed for the school year because enrollments last year were too low, given that in-school youths could not participate when darkness fell at 4:30. Three theater sites, however, are working out very well, providing benefits to the youths as well as the community. Jobs with town and school agencies are also recognized as useful community benefits, bringing acceptance of the program in many areas.

Syracuse, New York

Entitlement in the city of Syracuse is administered through the Office of Federal and State Aid Coordination (OFSAC), an umbrella agency charged with the administration of federal and state revenues received by the city. OFSAC is divided into four divisions, each of which has assumed a role in Entitlement program implementation: the planning unit, the fiscal grants management unit, the operations unit, and the office of program evaluation. It is through this centralized structure that the Entitlement program is managed, implemented and monitored. There are no managing agents or major subcontractors, but there does exist a very close cooperative relationship with the Syracuse

Public School system. Entitlement provides an expanded youth employment program, operating through the existing youth employment delivery structure. The program's special features include services to teenage parents and juvenile offenders. A major emphasis is placed on the development of worksites in the private, for-profit sector.

Syracuse is one of the two Tier II sites (Berkeley being the other) whose Entitlement area is the entire city. The Entitlement area and school district lines are coterminous with the Syracuse city limits. Original program projections indicated that at its peak size about 1,051 youths would be enrolled.

Syracuse's first year of operations was successful and relatively uneventful in terms of major programmatic problems. At the end of 1978, the program was operating smoothly, having cumulatively enrolled more than 1,000 youths in the program. The prime sponsor had developed at least 500 jobs in the private sector, and all other program innovations were operational and in place. In January 1979, the position of Syracuse Employment and Training Agency (SETA) director was created, thereby prompting some minor reorganization within the prime sponsor. This move combined adult programs under SETA and youth programs, operated by Syracuse Youth Services (SYS), under one central authority.

In order to maintain its Entitlement enrollment level, OFSAC devised a prescreening/recruitment device in the form of a postcard. The two-part cards were handed out in schools, CBOs and other locations frequented by program-eligible youths. One portion of the card explained Entitlement and provided information on working hours and wages. The other portion was self-addressed and postage paid. Youths filled in their name, address, phone, grade, etc., and mailed it back to SYS staff who recruited them later. Distribution of the postcard hand-outs which began in mid-November of 1978 appeared to have the desired effect, as there was an increase in enrollments in Syracuse during the first month of postcard usage.

Syracuse's efforts to attract out-of-school youths, however, were not as successful. In addition to the regular problems of low pay and part-time hours, Syracuse was competing with another, apparently more attractive, large-scale employment program for out-of-school youths funded by ACTION, and serving 16 to 21 year-old youths in Syracuse and Onondaga County. The ACTION program had no income guidelines for eligibility, no school requirement, and also guaranteed youths a public sector job with a $78.00 per week stipend. However, participants in the ACTION program are terminated after one year of service, and approximately 150 of these terminees were picked up and enrolled in Entitlement at the end of August 1979. In addition to school district program for returning school dropouts, GED center, Adult Basic Education Centers (ABE), Educational Opportunity Centers and Young Mothers' Educational Development programs exist to serve this population.

The Syracuse prime sponsor staff affected a major breakthrough with the local school system by negotiating an agreement which provided for giving academic credit for Entitlement work experience. Students are awarded one-half credit for working 150 hours and are eligible to receive a maximum of two credits under the arrangement. Relations with the local school system have always been good. SYS counselors are provided with office space, desks and telephones by the school district. SYS counselors have also established good relationships with guidance counselors and teachers within the schools.

School standards require a youth to pass 80 percent of his subjects and be in attendance 80 percent of the time to maintain eligibility. Although enforcement has not been a problem, school-initiated suspensions have. Suspension in Syracuse usually means expulsion, and Entitlement counselors are put in advocacy positions to get kids reinstated. In most cases, the counselors are successful, frequently getting youths transferred to another school. The Syracuse reverification process functioned smoothly and effectively.

Generally speaking, Syracuse has managed to stay on top of its job development needs. There is a high degree of availability of both public and private sector jobs in Syracuse, although most of the best worksites are very saturated. There have, however, been some problems of delay in the Syracuse job-matching or assignment process. This has been attributed to the prime sponsor's rather rigid eligibility checking and a special employer interview process for youths assigned to private sector worksites (which represent about 25 percent of all worksites).

Initially, the prime sponsor feared that 50 to 60 percent of private sector employers would drop out because of the subsidy reduction. This has not occurred; to date, only five worksites have ceased participation in the program, and their departure has not been attributed to the wage-subsidy reduction plan.

Worksite monitoring is a relatively tight process in Syracuse. Visits to worksites by Entitlement counselors are augmented by a separate staff to monitor worksites. The special monitors visit each worksite once every three weeks, whereas counselors visit every two weeks when picking up timesheets. Problems are reported to the SYS Youth Development specialist, who follows up with a letter to the employer (within five days) and attempts to resolve the matter before it develops further.

APPENDIX B

APPENDIX B

This appendix provides additional detail regarding the assumptions and methods used to develop the fiscal year 1981 cost projections. As noted in the chapter, there are two basic elements to the projections: an estimate of the average annual cost per youth participating in the program, and an estimate of the number of youths who will participate. Each of these is treated in turn.

Estimate of average annual cost per participant

Since the fiscal year 1979 average annual cost was estimated ($1,631 per youth), that figure was taken as a base for the fiscal year 1981 estimate. The wage and non-wage components of the per youth cost were adjusted separately. Wages were increased by the legislated increase in the minimum wage between 1979 and 1980 (15.7 percent), and the non-wage part by a two year inflation estimate (20 percent). Based on current program experience (see Table 2-1), costs were increased by 2.5 percent to account for central program management and monitoring. Options (2), (3) and (4) include expansion of the program to new sites. Since new sites would incur start-up costs which are not reflected in the fiscal year 1979 adjusted figure (start-up costs were incurred prior to the beginning of fiscal year 1979), the per youth cost for such sites is further increased by 3 percent. This reflects the difference in cost between the start-up and fiscal year 1979 periods. The two fiscal year 1981 per participant cost measures are, after these adjustments, $1,913 per youth in continuing sites, and $1,970 per youth in new sites. Finally, the site operating costs are adjusted downward for an assumed

20 percent level of matching funds. Although matching funds were about 22 percent of all monies spent on the program thus far, it was argued in Chapter 2 that this level would be unlikely to be continued in the future. The cost in Entitlement funds is therefore $1,578 per youth for continuing sites, and $1,625 for new sites. The formulas used for computing program costs for the four programs appear in Table 2-8.

Estimates of number of participating youths

Different procedures were required to estimate the number of participating youths for the four alternatives. For the first, the number of youths participating in fiscal year 1979 was used. Since program size changed very little from summer 1978 through summer 1979, it is plausible to assume that in the current 17 sites, participation has stabilized.

The second alternative assumes that there are ten new Tier I and ten new Tier II sites established. Since the exact location of these is not known, we assumed that their average sizes are 6,900 youths for the Tier I sites and 550 youths for the Tier II sites.[1] These assumptions result in an estimate of 74,500 additional youths participating in the 20 new sites.

A more complex procedure was used to estimate participation for alternatives (3) and (4). It was necessary to first estimate the size of the eligible population for the entire United States. This calculation was performed by the Office of Youth Programs, Department of Labor, using the 1978 Current Population Survey data. As noted in the chapter, separate population estimates were made for the Office of Management and Budget poverty standard and 70 percent of the Bureau of Labor Statistics lower living standard. The eligible population is defined as persons 16 to 19 years of age, not a high school graduate, and residing in a low-income household. The eligible population in designated poverty areas is obtained by multiplying the national eligible population estimate by 41.8 percent, the percent of all low-income persons who live in those areas.[1]

---

[1] These figures applied to the current 17 sites produce an estimated participation level of 53,800, compared with an actual 53,972 youths.

The final step in estimating the number of participating youths is to multiply the number of eligibles by 40.1 percent, the participation rate estimated for the four survey sites (Baltimore, Cincinnati, Denver and Mississippi) in the current demonstration. It should be noted that this figure may not be a good estimator of either continued or expanded demonstrations, although it is currently the best figure available. The limitations of this figure are that it is an average of only four sites, and it covers only the period through December 1978. In addition, there are other factors (discussed in Chapter 2), such as the presence of other youth programs in the community, which may affect participation rates.

---

[1] The 41.8 figure was calculated by the U.S. Bureau of the Census, and is based on the 1978 current population survey.

APPENDIX C

TABLE C-1

ANALYSIS OF DAYS ELAPSED BETWEEN ENROLLMENT OF YOUTHS AND INITIAL ASSIGNMENT TO JOB OR TRAINING IN THE ENTITLEMENT DEMONSTRATION THROUGH JUNE 1979, BY SITE AND TIME OF ENROLLMENT

TIER I

	Time of Enrollment											
Site	Feb.-Aug. 1978	Sept. 1978	Oct. 1978	Nov. 1978	Dec. 1978	Jan. 1979	Feb. 1979	March 1979	April 1979	May 1979	June 1979	Feb. 1978-June 1979
Baltimore												
Number of Youths Enrolled	8,316	516	617	460	336	430	326	403	368	590	482	12,844
% Assigned within 21 days	19.4	21.5	50.0	44.7	10.1	8.8	19.9	35.0	31.2	3.2	48.7	22.4
% Assigned in more than 56 days	7.3	2.5	2.3	3.0	6.5	1.9	15.3	1.0	24.5	12.7	3.1	7.0
% Never Assigned	4.7	1.6	1.1	2.0	4.8	3.5	3.4	9.2	6.3	6.3	23.0	5.2
Average Days Pending[a]	34.5	29.1	31.0	30.2	34.7	35.9	35.6	28.4	35.6	44.5	21.6	33.9
Boston												
Number of Youths Enrolled	5,229	332	378	252	217	343	307	463	240	278	370	8,409
% Assigned within 21 days	2.8	7.5	6.7	2.8	0.9	4.4	4.6	5.0	10.4	28.2	25.9	5.4
% Assigned in more than 56 days	55.5	46.1	48.4	59.5	44.7	32.7	41.7	47.7	11.7	4.0	0.8	47.4
% Never Assigned	10.3	9.3	10.6	11.5	9.7	19.8	24.4	22.7	17.1	21.9	35.1	13.5
Average Days Pending	85.5	76.0	80.1	81.6	72.6	60.9	73.2	69.3	36.4	27.0	26.5	77.2
Cincinnati												
Number of Youths Enrolled	2,678	141	145	134	124	128	136	184	96	162	210	4,138
% Assigned within 21 days	13.9	14.8	6.2	9.6	15.4	24.2	22.8	16.2	13.5	13.5	18.5	14.5
% Assigned in more than 56 days	38.5	24.8	31.0	33.6	37.9	19.5	23.5	30.4	28.1	25.3	13.8	34.2
% Never Assigned	2.9	6.4	8.3	8.2	1.6	3.9	7.4	5.4	3.1	4.9	8.6	4.0
Average Days Pending	55.8	48.6	49.4	54.9	50.5	42.2	44.4	52.8	47.3	45.1	35.3	52.6
Denver												
Number of Youths Enrolled	2,905	255	187	159	130	156	124	109	102	116	61	4,304
% Assigned within 21 days	24.3	50.2	50.3	42.7	39.3	43.6	43.5	37.7	54.9	43.1	47.5	31.4
% Assigned in more than 56 days	24.3	6.3	10.7	13.8	13.1	12.2	4.8	8.3	2.9	3.4	0.0	19.1
% Never Assigned	18.1	20.0	20.3	19.5	16.9	19.9	18.5	12.8	14.7	21.6	50.8	18.8
Average Days Pending	51.5	25.5	30.1	33.3	31.3	30.8	24.4	27.4	20.6	23.2	11.2	43.8
Detroit												
Number of Youths Enrolled	4,507	201	310	250	85	159	286	289	356	599	618	7,660
% Assigned within 21 days	37.4	19.4	41.0	29.6	10.6	20.7	35.3	53.7	67.7	84.1	87.9	45.8
% Assigned in more than 56 days	27.0	21.4	15.8	42.4	71.8	15.1	11.2	5.5	4.5	1.3	0.5	20.6
% Never Assigned	7.3	11.4	12.3	12.4	8.2	6.9	9.4	7.6	6.5	7.2	7.3	7.8
Average Days Pending	46.9	60.3	44.0	64.4	81.1	38.3	32.2	24.5	17.1	8.8	6.9	38.8
King-Snohomish												
Number of Youths Enrolled	2,607	76	175	162	104	184	89	114	169	161	297	4,138
% Assigned within 21 days	89.7	90.7	88.0	81.5	78.9	82.7	84.2	83.4	86.4	74.5	89.2	87.6
% Assigned in more than 56 days	1.2	0.0	2.3	1.9	1.0	1.6	0.0	1.8	4.1	0.0	0.3	1.3
% Never Assigned	2.2	1.3	2.9	4.9	5.8	4.9	6.7	0.9	4.1	8.6	4.7	3.1
Average Days Pending	8.7	6.2	10.0	12.0	10.5	9.0	8.4	10.2	8.9	10.2	6.0	8.8
Mississippi												
Number of Youths Enrolled	5,423	450	322	246	170	322	257	289	272	693	748	9,192
% Assigned within 21 days	94.1	93.4	91.0	91.1	75.3	83.0	78.3	74.4	74.6	89.7	95.5	91.3
% Assigned in more than 56 days	1.4	2.2	4.7	3.3	9.4	8.4	7.4	11.1	8.1	0.4	0.1	2.5
% Never Assigned	1.1	1.6	1.2	2.4	5.9	3.1	7.0	4.5	6.6	3.8	2.7	2.1
Average Days Pending	5.5	6.0	8.4	6.1	17.7	12.6	12.7	16.5	12.3	4.9	1.9	6.5

SOURCE and NOTES: Refer to Table 4-2

TABLE C-2

ANALYSIS OF DAYS ELAPSED BETWEEN ENROLLMENT OF YOUTHS AND INITIAL ASSIGNMENT TO JOB OR TRAINING IN THE ENTITLEMENT DEMONSTRATION THROUGH JUNE 1979, BY SITE AND TIME OF ENROLLMENT

TIER II

Site	Time of Enrollment										
	Feb.-Aug. 1978	Sept. 1978	Oct. 1978	Nov. 1978	Dec. 1978	Jan. 1979	Feb. 1979	March 1979	April 1979	May 1979	June 1979	Feb. 1978-June 1979
Alachua County												
Number of Youths Enrolled	242	10	12	4	9	2	25	7	12	1	1	325
% Assigned within 21 days	91.8	90.0	100.0	100.0	22.2	100.0	92.0	85.8	100.0	100.0	0.0	90.1
% Assigned in more than 56 days	6.2	0.0	0.0	0.0	0.0	0.0	0.0	0.0	0.0	0.0	0.0	4.6
% Never Assigned	0.0	0.0	0.0	0.0	0.0	0.0	0.0	0.0	0.0	0.0	100.0	0.3
Average Days Pending[a]	16.9	7.3	9.6	4.3	22.2	7.5	11.2	12.6	18.1	0.0	0.0	15.7
Albuquerque												
Number of Youths Enrolled	444	89	30	14	6	39	43	25	25	14	50	779
% Assigned within 21 days	89.6	98.9	96.7	85.7	83.4	94.8	93.1	88.0	96.0	92.8	92.0	91.6
% Assigned in more than 56 days	2.9	0.0	3.3	7.1	0.0	0.0	2.3	0.0	0.0	0.0	0.0	2.2
% Never Assigned	0.2	1.1	0.0	0.0	0.0	5.1	2.3	4.0	4.0	0.0	6.0	1.2
Average Days Pending	14.8	5.8	7.4	11.9	0.7	4.3	7.1	7.1	4.8	4.4	1.7	10.9
Berkeley												
Number of Youths Enrolled	626	27	59	39	31	50	29	14	8	23	63	969
% Assigned within 21 days	22.5	29.6	10.2	18.0	22.6	4.0	3.4	21.4	37.5	56.7	23.7	21.3
% Assigned in more than 56 days	22.4	7.4	15.3	25.6	19.4	30.0	24.1	14.3	0.0	4.3	0.0	19.8
% Never Assigned	12.0	7.4	15.3	15.4	9.7	24.0	34.5	14.3	50.0	13.0	58.7	16.8
Average Days Pending	47.7	30.8	40.1	48.0	49.8	61.7	68.5	35.3	11.8	20.7	24.0	46.2
Dayton												
Number of Youths Enrolled	49	3	0	6	4	1	1	2	3	0	1	70
% Assigned within 21 days	67.3	66.7	0.0	33.3	25.0	100.0	100.0	50.0	100.0	0.0	100.0	64.3
% Assigned in more than 56 days	2.0	0.0	0.0	16.7	0.0	0.0	0.0	0.0	0.0	0.0	0.0	2.9
% Never Assigned	0.0	0.0	0.0	33.3	25.0	0.0	0.0	0.0	0.0	0.0	0.0	4.3
Average Days Pending	18.0	11.0	0.0	48.3	34.3	7.0	5.0	22.0	8.7	0.0	2.0	19.[illegible]
Hillsborough												
Number of Youths Enrolled	122	8	5	12	9	10	5	10	4	11	7	203
% Assigned within 21 days	51.7	50.0	80.0	75.0	55.5	70.0	60.0	70.0	75.0	63.7	57.2	57.2
% Assigned in more than 56 days	5.7	12.5	0.0	0.0	11.1	0.0	20.0	0.0	0.0	0.0	0.0	4.9
% Never Assigned	0.0	0.0	0.0	0.0	0.0	0.0	0.0	0.0	0.0	9.1	14.3	1.0
Average Days Pending	24.2	38.4	15.6	12.0	21.2	19.4	23.4	18.2	14.5	19.9	14.0	22.4
Monterey												
Number of Youths Enrolled	185	13	22	11	2	4	9	11	3	6	10	276
% Assigned within 21 days	57.3	84.7	90.9	91.0	50.0	75.0	88.9	54.6	66.6	66.6	90.0	65.3
% Assigned in more than 56 days	8.6	7.7	0.0	0.0	0.0	0.0	0.0	18.2	0.0	0.0	0.0	6.9
% Never Assigned	10.3	7.7	0.0	0.0	0.0	0.0	0.0	9.1	0.0	16.7	0.0	8.0
Average Days Pending	33.7	24.3	9.9	11.5	36.0	13.3	9.0	30.4	16.3	15.0	6.9	27.3
New York												
Number of Youths Enrolled	437	49	43	76	63	32	40	30	34	41	29	874
% Assigned within 21 days	75.5	83.5	88.4	81.6	63.5	59.4	17.5	10.0	20.5	19.5	24.1	64.3
% Assigned in more than 56 days	2.1	2.0	0.0	7.9	7.9	12.5	22.5	3.3	32.4	22.0	3.4	6.4
% Never Assigned	2.5	4.1	7.0	3.9	3.2	9.4	5.0	6.7	5.9	7.3	0.0	3.8
Average Days Pending	21.5	11.3	8.2	20.6	24.7	28.3	46.7	39.0	48.9	40.0	30.1	24.6

TABLE C-2 continued

	Time of Enrollment											
Site	Feb.-Aug. 1978	Sept. 1978	Oct. 1978	Nov. 1978	Dec. 1978	Jan. 1979	Feb. 1979	March 1979	April 1979	May 1979	June 1979	Feb. 1978-June 1979
Philadelphia												
Number of Youths Enrolled	250	0	5	5	21	7	16	22	8	9	10	353
% Assigned within 21 days	96.4	0.0	100.0	100.0	95.2	100.0	100.0	100.0	100.0	100.0	100.0	97.2
% Assigned in more than 56 days	0.4	0.0	0.0	0.0	0.0	0.0	0.0	0.0	0.0	0.0	0.0	0.3
% Never Assigned	2.4	0.0	0.0	0.0	0.0	0.0	0.0	0.0	0.0	0.0	0.0	1.7
Average Days Pending	1.1	0.0	0.0	0.4	1.8	1.3	5.1	4.3	0.9	2.4	2.8	1.5
Steuben County												
Number of Youths Enrolled	119	32	16	13	9	11	8	4	5	13	20	250
% Assigned within 21 days	76.4	90.7	100.0	92.3	100.0	100.0	75.0	100.0	100.0	92.3	85.0	84.8
% Assigned in more than 56 days	13.4	6.3	0.0	0.0	0.0	0.0	12.5	0.0	0.0	0.0	5.0	8.0
% Never Assigned	5.9	3.1	0.0	7.7	0.0	0.0	0.0	0.0	0.0	0.0	5.0	4.0
Average Days Pending	27.0	16.6	0.6	2.4	0.8	0.3	18.9	4.3	0.2	3.4	10.6	16.7
Syracuse												
Number of Youths Enrolled	885	79	78	37	30	38	27	55	59	71	82	1,441
% Assigned within 21 days	29.6	0.0	23.1	29.7	20.0	2.6	25.9	21.9	18.7	8.4	7.3	23.5
% Assigned in more than 56 days	21.8	27.8	17.9	21.6	13.3	23.7	11.1	12.7	28.8	36.6	1.2	21.1
% Never Assigned	2.7	6.3	6.4	10.8	10.0	10.5	3.7	12.7	10.2	21.1	19.5	6.2
Average Days Pending	40.0	51.6	40.5	39.6	37.9	60.1	35.7	33.0	47.3	51.6	33.4	41.2

SOURCE and NOTES: Refer to Table 4-2

TABLE C-3

MEDIAN AND AVERAGE NUMBER OF YOUTHS ASSIGNED PER WORK SPONSOR IN THE ENTITLEMENT DEMONSTRATION AT THE END OF JULY 1979, BY SITE AND TYPE OF WORK SPONSOR

TIER I

Type of Sponsor	Youth Activity	Baltimore	Boston	Cincinnati	Denver	Detroit	King-Snohomish	Mississippi	Total Tier I
Public Educational Institutions	Number of Active Sponsors[a]	83	77	142	38	131	140	189	800
	Median # Youths Per Sponsor	3	1	1	1	2	1	4	2
	Average # Youths Per Sponsor	12.6	2.3	2.1	2.0	4.2	2.6	8.7	5.2
Other Public Agencies	Number of Active Sponsors	141	288	79	115	113	230	436	1,402
	Median # Youths Per Sponsor	3	2	1	1	2	1	2	2
	Average # Youths Per Sponsor	14.7	4.4	2.2	2.4	4.2	2.0	3.6	4.5
Non-Profit Organizations[b]	Number of Active Sponsors	289	433	271	106	220	249	102	1,670
	Median # Youths Per Sponsor	3	2	2	1	1	1	2	2
	Average # Youths Per Sponsor	5.4	2.9	3.4	2.1	2.4	1.7	4.5	3.2
For-Profit Companies	Number of Active Sponsors	381	342	119	159	522	82	415	2,020
	Median # Youths Per Sponsor	2	1	1	1	1	1	1	1
	Average # Youths Per Sponsor	2.7	1.8	1.6	1.5	2.1	1.2	1.5	1.9

SOURCE: Tabulations of Monthly Performance Report data in the Youth Entitlement Demonstration Information System.

NOTES: The data cover all reported job activity in the 7 Tier I sites of the Youth Entitlement Demonstration during the last pay period of July 1979. A work sponsor is an organization/company/agency where youths are placed (employed) while in the Entitlement Demonstration.

[a] A sponsor is considered to be "active" if a youth worked there in the pay period in question.

[b] Non-Profit Organizations include private and parochial schools.

TABLE C-4

MEDIAN AND AVERAGE NUMBER OF YOUTHS ASSIGNED PER WORK SPONSOR IN THE ENTITLEMENT DEMONSTRATION AT THE END OF JULY 1979, BY SITE AND TYPE OF WORK SPONSOR

TIER II

Type of Sponsor	Youth Activity	Alachua County	Albuquerque	Berkeley	Dayton	Hillsborough	Monterey	New York	Philadelphia	Steuben County	Syracuse	Total Tier II
Public Educational Institutions	Number of Active Sponsors[a]	14	30	22	2	0	7	1	1	3	6	86
	Median # Youths Per Sponsor	2	3	2	1	0	1	1	3	5	2	2
	Average # Youths Per Sponsor	3.9	4.8	5.4	1.5	0.0	1.7	1.0	3.0	17.3	8.5	5.1
Other Public Agencies	Number of Active Sponsors	14	23	26	1	3	9	19	3	2	28	128
	Median # Youths Per Sponsor	1	4	2	1	1	1	2	3	17	2	2
	Average # Youths Per Sponsor	3.3	5.7	7.0	1.0	1.0	1.6	5.9	2.3	23.0	[illegible].5	4.8
Non-Profit Organizations[b]	Number of Active Sponsors	2	5	67	10	18	3	54	23	1	47	230
	Median # Youths Per Sponsor	1	1	1	1	1	2	1	1	1	1	1
	Average # Youths Per Sponsor	2.0	1.6	1.9	1.7	1.2	1.7	3.4	1.8	1.0	2.1	2.2
For-Profit Companies	Number of Active Sponsors	2	0	6	1	39	43	100	36	0	62	289
	Median # Youths Per Sponsor	1	0	1	1	1	1	1	1	0	1	1
	Average # Youths Per Sponsor	1.5	0.0	1.7	1.0	1.2	1.3	1.9	1.8	0.0	2.1	1.7

SOURCE: Tabulations of Monthly Performance Report Data in the Youth Entitlement Demonstration Information System.

NOTES: The data cover all reported job activity in the 10 Tier II sites of the Youth Entitlement Demonstration during the last pay period of July 1979. A work sponsor is an organization/company/agency where youths are placed (employed) while in the Entitlement Demonstration.

[a] A sponsor is considered to be "active" if a youth worked there in the pay period in question.

[b] Non-Profit Organizations include private and parochial schools.

TABLE C-5

DISTRIBUTION OF ENTITLEMENT JOB HOURS IN THE PRIVATE SECTOR THROUGH AUGUST 1979, BY SITE AND SPONSOR INDUSTRY

Site	Total Job Hours in the Private Sector	Percentage Distribution of Private Sector Job Hours, by Sponsor Industry[a]							
		Agriculture, Forestry, Fishing	Construction	Manu-facturing	Transp., Commun., Utilities	Wholesale & Retail Trade	Finance, Insurance, Real Estate	Services	Total
TIER I									
Baltimore	774,857	0.1	0.9	7.1	3.1	45.4	6.0	37.4	100.0
Boston	711,569	0.2	2.4	8.8	2.3	35.9	20.6	29.8	100.0
Cincinnati	234,445	0.9	0.5	13.4	1.9	40.8	7.3	35.2	100.0
Denver	484,047	1.1	5.5	17.8	5.9	31.4	6.2	32.1	100.0
Detroit	997,659	0.2	0.6	7.4	2.7	48.4	4.8	35.8	100.0
King-Snohomish	66,018	2.7	4.9	10.1	1.9	28.9	4.6	46.8	100.0
Mississippi	506,199	8.3	1.2	4.0	0.5	69.6	2.4	13.9	100.0
TOTAL TIER I	3,774,794	1.5	1.8	8.9	2.8	45.3	8.0	31.7	100.0
TIER II									
Alachua County	9,140	0.0	0.0	5.2	7.2	57.0	6.3	24.3	100.0
Albuquerque	0[b]								
Berkeley	9,507	0.0	0.0	11.4	22.0	20.2	0.0	46.4	100.0
Dayton	2,814	0.0	7.2	26.0	0.0	66.8	0.0	0.0	100.0
Hillsborough	72,767	0.0	5.3	67.1	0.0	15.1	0.9	11.6	100.0
Monterey	80,225	0.7	2.2	6.1	0.6	66.0	0.1	24.3	100.0
New York	117,971	0.0	0.0	2.2	0.1	63.6	5.6	28.5	100.0
Philadelphia	90,413	0.0	0.5	47.2	10.4	18.9	15.7	7.3	100.0
Steuben County	0[b]								
Syracuse	130,118	0.0	1.5	10.0	1.9	46.8	13.8	26.0	100.0
TOTAL TIER II	512,955	0.1	1.6	22.3	3.0	44.0	7.8	21.2	100.0
TOTAL DEMONSTRATION	4,287,749	1.3	1.8	10.5	2.8	45.1	8.0	30.5	100.0

SOURCE: Tabulations of Monthly Performance Report data in the Youth Entitlement Demonstration Information System.

NOTES: The data cover all reported job activity for work sponsors (employers) in the private, for-profit sector in the 17 sites of the Youth Entitlement Demonstration during the period from March 1978 through August 1979.

Percentage distributions may not add exactly to 100.0 because of rounding.

[a] Industrial categories are based on the divisional groupings of the Standard Industrial Classification Manual (SIC), published by the Executive Office of the President, Office of Management and Budget, in 1972.

[b] Albuquerque and Steuben County had no private sector work activity.

☆ U.S. GOVERNMENT PRINTING OFFICE : 1980 O - 326-764 : QL 3